



United States Department of Agriculture  
Forest Service



United States Department of the Interior  
Bureau of Land Management

# Jim McClure-Jerry Peak Wilderness Management Plan

Salmon-Challis National Forest  
BLM, Idaho Falls District, Challis Field Office  
April 13, 2018





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Description: Jim McClure-Jerry Peak Wilderness

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## Acronyms

AFWA	Association of Fish & Wildlife Agencies
AIM	Assessment Inventory Monitoring
AML	Appropriate Management Level
APHIS	Animal and Plant Health Inspection Services
ARPA	Archaeological Resources Protection Act
BLM	Bureau of Land Management
CFR	Code of Federal Regulations
cfs	cubic feet per second
CHMA	Challis Herd Management Area
EA	Environmental Assessment
EIS	Environmental Impact Statement
ESA	Endangered Species Act
FLRMA	Forest Land Resource Management Act
FP	Forest Plan
FRCC	Fire Regime Condition Class
FS	Forest Service
FSM	Forest Service Manual
IOGLB	Idaho Outfitter and Guide Licensing Board
JMJP	Jim McClure-Jerry Peak (Wilderness)
MIM	Multiple Indicator Monitoring
MIST	Minimum Impact Suppression Tactics
MOU	Memorandum of Understanding
MRA	Minimum Requirements Analysis
NEPA	National Environmental Policy Act
NFS	National Forest System
NHPA	National Historic Preservation Act
NMFS	National Marine Fisheries Service
NRHP	National Register of Historic Places
RMP	Resource Management Plan
ROD	Record of Decision
SAR	Search and Rescue
SCNF	Salmon-Challis National Forest
SHPO	State Historic Preservation Officer
USDA	United States Department of Agriculture
USFWS	United States Fish and Wildlife Service
WFRH&B	Wild Free Roaming Horses and Burros Act
WMP	Wilderness Management Plan
WSA	Wilderness Study Area (BLM designation)

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## INTRODUCTION

### BACKGROUND

The United States Congress established the National Wilderness Preservation System through the Wilderness Act of 1964 (Public Law 88-577; 16 U.S.C. 1131-1136) as a system of federal lands "where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain." This law was created to assure that an increasing population, accompanied by expanding settlement and growing mechanization, does not occupy and modify all areas within the United States. Wilderness designation is intended to preserve and protect certain lands in their natural state. Only Congress, with Presidential approval, may designate lands as wilderness. The Wilderness Act defines wilderness, the uses of wilderness, and the activities prohibited within its boundaries.

Wilderness areas provide a contrast to lands where human activities dominate the landscape. No buffer zones are created around wilderness to protect them from the influence of activities on adjacent land. Wilderness areas are managed for preservation of wilderness character, and for the use and enjoyment of the American people.

### WILDERNESS OVERVIEW

The United States Congress designated the Jim McClure-Jerry Peak (JMJP) Wilderness (116,898 acres) on August 7, 2015. All of the Wilderness is in Idaho and is managed by the Bureau of Land Management (BLM), Idaho Falls District, Challis Field Office (21,913 acres; 19%) and the Forest Service (FS; 94,985 acres; 81%), Challis-Yankee Fork Ranger District and administered by the Middle Fork Ranger District. See Figure 1. The JMJP Wilderness lies entirely within Custer County.

The JMJP Wilderness defies the stereotype of "rocks and ice" wilderness. The mountainous terrain varies from gently rolling hills, flats, and benches of sagebrush and grasses around 6,000 feet to rugged slopes blanketed with fir and pine trees and elevations rising to over 10,000 feet. A number of peaks exceed 10,000 feet, including Jerry Peak, Sheep Mountain, and Bowery Peak.

The JMJP Wilderness provides quality habitat for ungulate species such as elk, mule deer, moose, mountain goat, bighorn sheep, and pronghorn antelope. The area also provides habitat and travel corridors for large carnivores such as wolverine and wolves. Greater sage-grouse are found on the expansive sagebrush slopes.

The JMJP Wilderness encompasses headwaters of the East Fork Salmon River which supports populations of bull trout, Chinook salmon, and steelhead trout. Various creeks provide important spawning and rearing habitats for a variety of anadromous and native fish. The salmon and steelhead migration from the Pacific Ocean represents one of the longest, highest-elevation salmon migration routes in the world. The cool snow meltwater streams are the lifeblood of the area and also sustain native cutthroat and rainbow trout.

The area offers world-class backcountry experiences including hunting, fishing, hiking, wildlife viewing, backpacking, skiing, and horseback riding. Backcountry camping opportunities abound.

### SCOPE OF THE WILDERNESS MANAGEMENT PLAN

This Wilderness Management Plan (WMP) provides the primary management direction for the JMJP Wilderness. Planning for wilderness is to apply the Wilderness Act, enabling legislation, agency policy and regulations into direction for a specific area. All four serve as sideboards while developing a wilderness plan. A WMP guides the preservation, management, and use of the wilderness to ensure that wilderness "is unimpaired for future use and enjoyment as wilderness" (Wilderness Act).

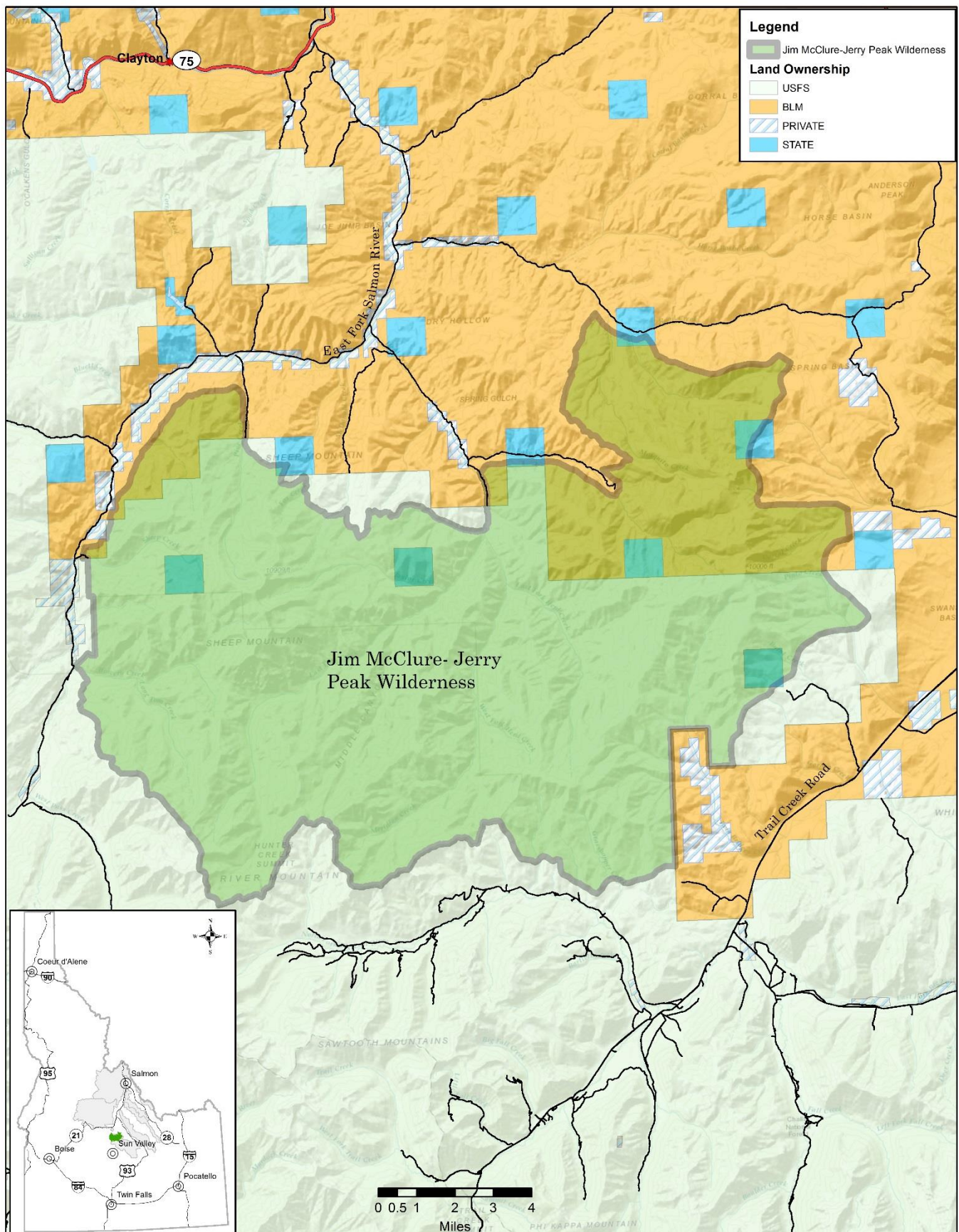


Figure 1: Overview Map of the JMJP Wilderness

The WMP contains current comprehensive description of the JMJP Wilderness and proposed management direction organized by resource. It defines an acceptable range of desired resource and social conditions.

## PURPOSE OF AND NEED FOR THE WILDERNESS MANAGEMENT PLAN

The purpose of a WMP is to create specific desired conditions, standards, and guidelines for managing resources in order to preserve the plan area's wilderness character. The plan identifies actions that will be implemented upon adoption of the WMP and those actions that may be implemented in the future if changes in conditions occur.

Per the Wilderness Act (Section 4), "... each agency administering any area designated as wilderness shall be responsible for preserving the wilderness character of the area." Although wilderness character is a complex idea and is not explicitly defined in the Wilderness Act, the qualities of wilderness character are commonly described as:

- **Untrammeled**—Area is unhindered and free from intentional actions of modern human control or manipulation.
- **Natural**—Area appears to have been primarily affected by the forces of nature and are substantially free from the effects of modern civilization.
- **Undeveloped**—Area is essentially without permanent improvements or the sights and sounds of modern human occupation, and it retains its primeval character.
- **Outstanding opportunities for solitude or a primitive and unconfined type of recreation**—Area provides outstanding opportunities for people to experience solitude or primeval and unrestricted recreation including the values associated with physical and mental inspiration, challenge, self-reliance, self-discovery, and freedom.
- **Other Features of Value**—Area may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value. Though not required of any wilderness, these characteristics, if present, must be protected as rigorously as any of the other four required qualities.

The need for the proposed action, the management plan, originates from the *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act* (P.L. 114-46), which under Sec. 102 Administration, states "(a) IN GENERAL.- Subject to valid existing rights, each wilderness area shall be administered by the Secretary in accordance with the Wilderness Act (16 U.S.C. 1131 et seq.)..." Additionally, P.L. 114-46 requires: "Not later than 3 years after the date of enactment of this Act, the Secretary of Agriculture and the Secretary of Interior shall collaboratively develop wilderness management plans for the wilderness areas."

## CONSISTENCY WITH FS AND BLM LAND USE PLANS

### Challis Forest Plan

This WMP direction applies to the National Forest System lands of the JMJP Wilderness and is consistent with the Challis National Forest Land and Resource Management Plan (Forest Plan; FS, 1987). The WMP will be incorporated into current Challis Forest Plan as a management approach. The forthcoming, revised forest plan, which is anticipated to be completed in 2020, will provide plan components appropriate for the protection and management of the JMJP Wilderness.

### Challis Resource Area Record of Decision and Resource Management Plan

This WMP direction applies to the BLM portion of the JMJP Wilderness and is consistent with the Challis Resource Management Plan (RMP; BLM, 1999). The Challis RMP includes direction for wilderness study

areas (WSAs) released from wilderness consideration, and limited guidance regarding management of designated wilderness, including the following direction: withdrawal [of designated lands] from mineral entry and general land laws (p. 89), incorporation of Minimum Impact Suppression Tactics (MIST) Guidelines when managing wildland fire (p.104) and providing recreation opportunities for the remainder of the Resource Area not included in a special recreation management area, including areas specifically for unstructured outdoor experiences (p. 55). Further, the RMP directs closure of the Upper Lake Creek Campground (p. 55): Close the Upper Lake Creek campground and maintain the existing road above Herd Lake as a non-motorized trail only.

## ISSUES RESOLVED BY POLICY

The following topics have been addressed by law or agency policy. They are not further discussed in this Plan.

**Wilderness Designation** – The JMJP Wilderness was designated through the *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act*. This Plan does not consider releasing the wilderness designation. The boundaries of the Wilderness were set through passage of the Act and are not open to review through this planning process.

Per the wilderness designation certain regulations apply, and are not discussed in detail in this document. See 36 CFR Part 261.18 - National Forest Wilderness and 43 CFR Part 6300 – Management of Designated Wilderness Areas.

**Hunting and Fishing** – Hunting, fishing and trapping regulations are written and enforced by the state as stated in the *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act*, Section 102 (g):

“Nothing in this title affects the jurisdiction of the state of Idaho with respect to the management of fish and wildlife on public land in the state, including the regulation of hunting, fishing, and trapping within the wilderness areas.”

**Livestock Grazing and Allotment Management Plans** - Grazing of livestock, where established prior to August 7, 2015, shall be administered in accordance with Section 4(d)(4) of the Wilderness Act, Section 102(e) of the *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act* and the grazing guidelines in House Report 96-617, and Appendix A of House Report 101-405 (See Appendix 7 of this document). Waiver and donation of grazing permits and leases, as identified in the designating legislation, is separate from this planning process.

Designation of wilderness does not affect grazing preference nor does it preclude the development of Allotment Management Plans. These items are administered according to the regulations in 36 CFR Part 222, and 43 CFR 4100. In accordance with existing FS and BLM policy, periodic interdisciplinary allotment evaluations assess ecological effects associated with livestock grazing to update grazing management on those allotments.

The designation of wilderness may affect some of the methods used to maintain range improvements, and this is discussed in this WMP.

**Fort Bridger Treaty of July 3, 1868** - The Shoshone-Bannock Tribes have ancestral treaty rights to uses of the Salmon-Challis National Forest (SCNF) that includes the Wilderness. The relationship of the United States government with American Indian tribes is based on legal agreements between sovereign nations. The Fort Bridger Treaty of July 3, 1868, reserved the hunting, fishing, and gathering rights of tribal members on “all unoccupied lands of the United States so long as game is present thereon.” This right applies to all federal lands administered by the BLM and FS.

## **BEYOND THE SCOPE OF THIS PLAN**

The following topics are addressed entirely or in more detail in other agency documents or plans.

**Travel Management** - Transportation and travel management of routes and designations outside of designated wilderness (e.g. routes that provide access to the Wilderness boundary, and/or occur within released WSAs) are outside the scope of this plan and would be addressed through separate travel management planning.

**Trailhead Amenities** - During scoping, it was suggested by the public that existing facilities at Little Boulder trailhead may not be sufficient to support current levels of recreational use. Proposed improvements outside the Wilderness boundary are outside the scope of this Plan and would be required to undergo a separate NEPA analysis process prior to approval.

## WILDERNESS MANAGEMENT DIRECTION

### INTRODUCTION

This WMP does not repeat guidance that is already contained in existing laws and policies (for example, the Wilderness Act, the Endangered Species Act or the Clean Water Act, and existing Federal Regulations). It does not describe the methods, the “how to,” or the schedule of implementing the direction, nor does it describe the day-to-day or operational actions to be carried out in the management of wilderness. The rate of implementation and management activities are dependent on the annual budgeting process. National Environmental Policy Act (NEPA) analysis will be conducted to support management decisions made at the site-specific level. All actions are supplemental to and consistent with wilderness laws, regulations and policies, which must be further consulted in the event of unforeseen issues.

### GENERAL WILDERNESS MANAGEMENT DIRECTION

The Wilderness Act provides general direction for managing wilderness and protecting wilderness character. The Act states that wilderness areas “...secure, for the American people of present and future generations, the benefits of an enduring resource of wilderness...unimpaired for future use and enjoyment.” It further states that Congress intended to manage these wildernesses so that “...the earth and its community of life are untrammelled by man....” Wilderness is defined as “retaining its primeval character and influence...,” and it “...appears to have been affected primarily by the forces of nature, with the imprint of man’s work substantially unnoticeable.” Further, wilderness “has outstanding opportunities for solitude or a primitive and unconfined type of recreation...” and “may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value.”

The FS manages wilderness to meet five primary objectives, as outlined in the Recreation, Wilderness, and Related Resource Management planning manual (FSM 2320—Wilderness Management). The BLM is guided by four primary goals in management of wilderness, as defined in Appendix 1 of the BLM Manual 8561 for Wilderness Management Plans.

## Wilderness

### *Background*

The *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act* designated the JMJP Wilderness on August 7, 2015. Prior to designation as Wilderness, all of the BLM managed portion was managed as the Jerry Peak and Jerry Peak West WSAs. The FS portion of the Wilderness was managed as the Boulder-White Clouds Roadless Area with a Wild Land Recreation Area theme designation.

*Untrammelled:* Portions of the JMJP Wilderness have had some degree of human control or manipulation of the biophysical environment. Past activities, which have affected the untrammelled quality of the wilderness include prescribed burning, historic mining and grazing activities. More recently, trammeling actions include management of wildland fire and weeds, fish stocking, and livestock grazing.

*Natural:* The natural quality of these wilderness areas is largely intact. The varying elevations in the area provide important habitat for a wide array of fish and wildlife species. Vegetation ranges from mountain sagebrush to whitebark pine ecosystems. Some changes to the native vegetation composition have occurred in portions of the Wilderness, including the introduction of non-native species and impacts from grazing.

*Undeveloped:* These areas show few signs of permanent improvements and human habitation; however, at the time of designation, certain uses (e.g. motorized access for search and rescue or fire suppression) and existing developments were present. Developments for permitted livestock grazing use includes fences, developed springs, troughs and pipelines. Existing recreation-related developments include trails, corrals, meat poles and campsite furniture. Other existing developments include: a radio repeater site on Sheep Mountain, abandoned or unauthorized vehicle routes, mining debris, and historic cabins. Generally, these developments are rare when considering the vastness of the landscape. Motorized equipment or mechanized vehicle use also affects the undeveloped quality, and include emergency administrative authorizations for fire suppression and search and rescue. Unauthorized motorized and mechanized recreational uses occur into Wilderness along the boundary roads.

*Outstanding opportunities for solitude or a primitive and unconfined recreation:* The JMJP Wilderness provides outstanding opportunities for solitude and primitive, unconfined recreation. The varying topography of the Wilderness and relatively few trails provide excellent opportunities for solitude. In addition, there is a range of recreational experiences to be found, including short day hikes, plentiful backpacking options, multi-day pack trips or off trail scrambles allowing for exploration and discovery.

*Other Features of Value:* Night sky visibility in the JMJP Wilderness is outstanding and contributes to wilderness character.

Herd Lake is an excellent example of a relatively uncommon barrier lake. Barrier lakes form when a river is naturally dammed by mass wasting such as landslides, debris flows, avalanches, and lava flows. Herd Lake formed very recently (2,500 years ago) (Kile et al. 2016) in geologic time by one or more landslides (rock slides) in which volcanic talus was deposited across the narrow Lake Creek drainage. The talus contains sufficient fine material (deposited by landslide action and/or by Lake Creek moving through the talus) to restrict the flow of Lake Creek such that Herd Lake formed and Lake Creek now flows from the lake at an elevation of approximately 7,176 feet compared to a pre-landslide elevation of approximately 7,070 feet. Even more uncommon, the landslide-dammed lake has very high productivity and sedimentation rates compared to other lakes in the Salmon River basin such that there is a seasonal sediment record (varves) for nearly the entire history of the lake (Kile et al. 2016).

### *Desired Conditions*

In the JMJP Wilderness, ecological processes prevail, with little or no evidence of human influence or development. People visiting the JMJP Wilderness can find outstanding opportunities for solitude, and primitive and unconfined recreation, including exploration, solitude, risk, and challenge.

Protect and preserve the existing wilderness character of this area (as described above).

### *Goals*

Preserve the untrammeled quality of wilderness character by exercising restraint on actions that manipulate any aspect of the Wilderness unless such actions are necessary to preserve wilderness character as a whole or are necessary to accommodate compliance with other applicable laws.

Provide for the use and enjoyment of the Wilderness while maintaining outstanding opportunities for primitive recreation and solitude, through minimal visitor use regulations or developments.

Protect and preserve the undeveloped and natural qualities of the Wilderness by removing unnecessary facilities and minimizing or restoring human-caused surface disturbances (in conformance with the NHPA).

Manage and coordinate all resources and uses within the Wilderness in a manner that recognizes the interrelationships of these components and their effect on wilderness character.

Implement proposed actions as necessary to meet minimum requirements for the administration of the area as wilderness while preserving wilderness character long-term.

Manage the FS and BLM portions of the JMJP Wilderness through a single management plan to provide a maximum amount of management consistency in wilderness protection across administrative boundaries.

Minimize conflicting restrictions for visitors and emphasize stewardship of natural resources.

### *Management Direction*

#### *Standards*

JMJP-001 - Use a Minimum Requirement Analysis (MRA) for any action that includes a prohibited use as described in Section 4(c) of the Wilderness Act, or for other actions that may impair wilderness character.

JMJP-002 - Remove existing developments unless they are determined to be the minimum necessary for the administration of the area as wilderness, or are:

- a) Associated with valid existing rights,
- b) Authorized range developments,
- c) Of historical or cultural value (in conformance with the NHPA), or
- d) Upper Lake Creek Campground, unless it becomes unsafe or unusable (see Developments and other Human Effects or Disturbances section).

JMJP-003 - Allow natural processes to maintain ecosystem functions, whenever possible. Where human activities have altered conditions in the Wilderness, active restoration may be considered if it is determined through MRA to be the minimum necessary for the administration of the area for the purpose of the Wilderness Act.

JMJP-004 - If total traveling and campsite encounters increase by 10%<sup>1</sup> or more over two monitoring periods management actions will be taken to maintain wilderness character, as described under the Management Actions.

#### *Guidelines*

JMJP-005 - Ensure, where possible, management between the Forest Service and BLM, including regulation of visitor uses, appears seamless to the public. Where differences in agency policy occur, and if allowable by law, regulation, or policy, the WMP will endeavor to apply the stricter policy to the adjacent land of the other agency.

JMJP-006 - The BLM and FS will assist one another, when possible, in wilderness management activities, such as education and public outreach, emergency management, law enforcement, fire suppression, and monitoring.

### *Monitoring*

Information generated in monitoring wilderness conditions indicates: the current state of wilderness character; how wilderness character is changing over time; how stewardship actions are affecting

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<sup>1</sup> Threshold is established in the FS Wilderness Character Monitoring Technical Guide (Landres et al., in press). If this guidance is revised, the most current threshold for change would be used. Monitoring cycle for this measure is at least every five years, as established in the Technical Guide.

wilderness character; and what stewardship priorities and decisions would best preserve and sustain wilderness character.

The agencies will follow the wilderness character monitoring framework identified in “Keeping It Wild 2: An Updated Interagency Strategy to Monitor Trends in Wilderness Character Across the National Wilderness Preservation System” (Landres et al, 2015; or most current).

The JMJP Wilderness is currently one of 36 wilderness areas co-managed by more than one agency. The FS manages the majority of the JMJP Wilderness, and, therefore, the FS Wilderness Character Monitoring Technical Guide (Landres et al., in press), or most current, will be applied across the JMJP Wilderness. The FS will take the lead in reporting wilderness character trends and data.

Solitude monitoring occurred in 2017, and will continue through 2021 to establish the baseline value for the total traveling and campsite encounters (JMJP-004).

Monitor recreation site and traveling encounters to detect changes to wilderness character, and address impacts, as appropriate.

### *Management Actions*

Management actions for the preservation of wilderness character may include management actions described in the following resources, predominately those which manage human uses of wilderness, such as those described in the Recreation section (p. 19, Management Actions), in conformance with a site-specific MRA, and NEPA analysis, as necessary.

## Soil, Water, Air, Riparian Resources

### *Background*

The Wilderness comprises portions of the following five watersheds: Middle East Fork Salmon River, Upper East Fork Salmon River, Herd Creek, North Fork Big Lost River, and Headwaters Big Lost. Elevations range from about 6,160 feet along the Herd Creek drainage to several peaks over 10,000 feet including: Sheep Mountain (10,909 feet), Bowery Peak (10,856 feet) and Jerry Peak (10,010 feet).

The landscape is comprised of Cenozoic volcanic rocks underlain by Paleozoic sedimentary rocks. This landscape has been eroded, and deposition in the valleys has occurred with a cycle of climate changes through the Cenozoic Era, ending with a series of ice ages. Today the landscape is responding to the current climate, which is warmer and drier than that of the glacial period.

The Challis Volcanic Group is the dominant geologic formation in the JMJP Wilderness. The Challis Volcanic Group covers a large portion of central Idaho, and these rocks are primarily intermediate to mafic igneous rock, intrusive plutons, and felsic volcanic rocks. The Challis Volcanics give rise to the expansive, wide-open hills with rocky peaks and green strips in the river valleys. The shape of the hills and valleys are the result of tens of millions of years of erosion and deposition.

Surface water flows are typical of a snow-melt dominated system. Peak flows occur in May or early June, with base flows during winter. Localized thunderstorms can produce increases in summer flows, but are lower in magnitude and duration as compared to snow-melt flows.

There are two types of groundwater in the JMJP Wilderness: groundwater contained in the floodplain alluvium and terraces along main stream channels and groundwater emerging from the Challis Volcanics. Aquifers are primarily recharged by precipitation, with smaller additions from streams, lakes,

and interaquifer flow. Generally, higher elevation stream reaches recharge groundwater and lower reaches discharge groundwater.

There are 106 decreed stockwater rights within the FS portion of the Wilderness totaling 2.97 cubic feet per second (cfs) (See Appendix 1 for water rights). All but one of these rights are held by the United States of America through the United States Department of Agriculture to support livestock grazing on National Forest lands. There is also a minimum stream flow water right held by the State of Idaho on Herd Creek that varies by month from 9-91cfs, peaking in June with high flows.

The BLM portion of the Wilderness contains 228 decreed stockwater rights totaling 3.92 cfs. All rights were developed to support livestock grazing and are held by the United States of America through the United States Department of Interior. Downstream water uses include irrigation, stockwater, and salmonid spawning and rearing.

The legal framework that ensures the protection of soil and water resources in the JMJP Wilderness includes: the Forest Service Organic Administration Act of 1897, which outlines the original purpose of national forests highlighting the need for watershed protection; the National Forest Management Act, which directs the development of Forest Land and Resource Management Plans; the Multiple-Use Sustained Yield Act, which ensures the activities are conducted without permanent impairment of the productivity of the land; and the Federal Land Policy and Management Act.

Water quality regulations under the Clean Water Act are administered by the Idaho Department of Environmental Quality's division of Water Quality and approved by the Environmental Protection agency. The Clean Water Act ensures that the chemical, physical, and biological integrity of the Nation's waters are maintained or restored. Specific to grazing on National Forest Lands, the Granger-Thye Act, Public Rangelands Improvement Act, and the Federal Land Policy and Management Act protect watershed function, soil, water, and fish habitat. The Challis Forest Plan, BLM RMP and agency manuals and handbooks provide specific goals, objectives, standards, and guides that provide direction for management of air, soil, and water resources.

The Wilderness is located within a state designated Class II airshed, which is regulated by the Environmental Protection Agency as required by the federal Clean Air Act. Air quality is generally excellent with limited upwind large stationary local emission sources and periodic robust wind dispersion. The JMJP Wilderness is subject to long distance transport emissions from sources to the west in Oregon and Washington. Existing sources of emissions in the Wilderness include; dust from trails during dry conditions and smoke emissions from wildfires, wildland fire use, and prescribed burns. Adjacent area sources of emission are wildfires, prescribed burns, residential wood burning, vehicle emissions, and road dust. Local emission levels are low due to the sparsely populated area and vast areas for dispersion. The entire Wilderness is considered to be in attainment per the Clean Air Act by the Idaho Department of Environmental Quality.

#### *Desired Condition*

The conditions of soil and water resources within the Wilderness continue to be affected by natural processes and are allowed to change the landscape without human intervention. Unnatural or human-caused effects on soil and water do not significantly degrade water quality or significantly impair the ability of soils to support naturally occurring vegetation communities.

Air quality remains generally excellent. Visitors to the Wilderness continue to have the opportunity to experience clean air and spectacular vistas in a natural setting, while recognizing that those vistas may be affected periodically by smoke from fire.

*Goals*

Allow for permitted and existing water developments to continue as natural forces continue to shape soil and water resources. (Supported by JMJP-001-003.)

Maintain soil quality and long-term soil productivity by maintaining soil porosity, organic matter, hydrologic function (infiltration, water table, drainage, percolation, etc.), and buffering capacity (soil filtering and chemical regulation properties). (Supported by JMJP-035, 036, 037, 038, 046, 054, 066, 072, 073 and 078.)

Preserve soils around lakes, rivers, creeks, meadows, and bogs in a natural condition. Management action is taken to reduce or eliminate degradation of soil resources, such as soil compaction and detrimental disturbance from human-caused activities. (Supported by JMJP-045, 049, and 054.)

Minimize impacts to water quality from human-caused degradation in order to preserve the natural and untrammeled qualities of the Wilderness.

*Management Direction**Guidelines*

JMJP-007 - Manage dispersed campsites and recreational activities to prevent them from expanding beyond a point where impacts to riparian and aquatic resources cannot be effectively addressed.

JMJP-008 - Allow natural soil erosion to continue unless an imminent and definite hazard to life and property or a serious depreciation of important environmental qualities outside the Wilderness will result.

JMJP-009 - Evaluate potential effects of proposed pollution sources for violation of Class II Prevention of Significant Deterioration Standards.

*Monitoring*

No Wilderness-specific monitoring beyond that established in policy or regulation is identified.

*Management Actions*

If human activities are contributing to a loss of soil integrity or degradation of water quality, management actions would be implemented as appropriate to the cause.

Indirect methods (e.g. education) for reducing impacts to soil and water, such as from recreational use, are preferred over regulatory methods. However, education may be insufficient in some cases, and direct methods may be needed to protect wilderness character.

## Vegetation and Botanical Resources

*Background*

Plant communities in the JMJP Wilderness vary greatly from high altitude alpine vegetation in areas like Jerry Peak, Bowery Peak, Meridian Peak and Sheep Mountain to lower sagebrush steppe ecosystems in the Herd Creek drainage. Conifers in the alpine environments include sub-alpine fir and ancient whitebark pine and limber pine. Short statured grasses, sedges, forbs and shrubs are generally found in harsh habitats above 9,000'. Mid-elevation upland habitats are dominated by Douglas fir, lodgepole pine, mountain big sagebrush, aspen, bluebunch wheatgrass, Idaho fescue, and numerous forb species. Riparian communities are dominated by sedges, rushes, willow, Engelmann spruce, aspen and currant, as well as other mesic and hydric grasses, forbs, and shrubs. Aspen is present in pure stands and mixed

with Douglas fir. However, many stands are dying out or being replaced by conifers because of fire exclusion. Many whitebark pine and lodgepole pine stands have been impacted by the 2000-2011 mountain pine beetle epidemic. Other insect agents are present on the landscape including Douglas fir beetle and Western spruce budworm, which have damaged many mature stands of Douglas fir.

White Pine blister rust is caused by an exotic species of fungus (*Cronartium ribicola*) introduced from China, and is present in the JMJP Wilderness. It attacks white pine species, and can lead to high mortality. An MRA, and site-specific NEPA will be completed prior to any treatments of white pine blister rust within wilderness.

The most dominant vegetation type on the 94,985 acres of NFS land is mountain sagebrush at 35% of the total land area. All of the sage types equal 43% of the land area. Douglas fir is the second largest category at 27% of the land area. All conifer categories together encompass 46% of the Wilderness. This typifies the vegetation in the mid to upper elevations of JMJP Wilderness with large open expanses of sagebrush typically on the south slopes with large pockets of conifers on the north slopes. There are ten vegetation categories that are 1% or less of the land area. Some of these small categories include water, aspen, mountain mahogany and Wyoming big sage. Barren, rocky sites or areas of sparse vegetation comprise 5% of the area.

The BLM portion of JMJP Wilderness comprises of 21,913 acres. The vegetation in the lower- to mid-elevation regions of the Wilderness is typically large expanses of sagebrush and grass interspersed with pockets of trees, predominately on northern slopes. Specifically, the dominant vegetation type is mountain big sage and Idaho fescue (48%). All the sagebrush and grass types comprise 67% of the landscape. There are 157 acres with no vegetation (e.g. rock, rubble or water). The remaining acres are divided into 12 vegetation types.

No federally listed plant species are known to occur in the area, but whitebark pine, an Endangered Species Act (ESA) candidate species, occurs in high-elevation areas throughout the Wilderness. White Cloud milkvetch, a current FS Region 4 Sensitive species, is found in this area. Other Forest-designated sensitive species that are present or could be found include: Lost River milkvetch, seaside sedge, Douglas' biscuitroot, Welsh buckwheat, Challis crazyweed, and wavy-leaf thelypody. BLM Special Status Species known to occur within the Wilderness or in close proximity include: wavy-leaf thelypody, Challis milkvetch, Challis crazyweed, Lemhi milkvetch, and marsh felwort. Several of these plant species are endemic to the area, occurring nowhere else in the world. (See Appendix 2 for common and scientific names.)

### *Desired Conditions*

Intact, native plant communities are present to facilitate and support healthy watersheds, diverse wildlife communities, and productive soils.

Sensitive plant species have populations for long-term viability.

Alpine habitats have a natural abundance and distribution of perennial vegetation communities (i.e. cushion plants, grasses and sedges forming sod-like mats). The entire area continues to support a diverse, intact native plant community with minimal non-native plant species.

Forested habitats support healthy stands of conifer, aspen, mountain mahogany, and montane shrubs and forbs. Sagebrush habitats are heterogeneous systems across many ecological communities that support native perennial shrubs, bunchgrasses and forbs.

*Goals*

Preserve the natural quality of wilderness character by maintaining native plant communities, particularly viable populations of rare and sensitive species. Provide a level of protection that allows natural processes that shape native plant communities to occur over time within the Wilderness.

Allow natural processes to occur in the Wilderness, such as native plant pathogens, insects or disease.

*Management Direction**Guidelines*

JMJP-010 – Ensure impacts to whitebark pine, such as those from fire suppression tactics, improper livestock grazing, recreational stock use, dispersed camping, or trail construction and maintenance are minimized when considering these activities.

JMJP-011 – Minimize impacts on habitats for rare and sensitive plant species when conducting trail maintenance and construction.

JMJP-012 - Control or eradicate noxious and nonnative invasive plant species to the extent possible within occupied and potential sensitive plant species habitat while having the least impact on wilderness character. (Also see section on Noxious and Non-Native Species below.)

*Monitoring*

No wilderness-specific vegetation monitoring is proposed. Standard monitoring procedures are applied regardless of wilderness designation. Monitoring sites (marked with re-bar or T-Posts) have been established prior to wilderness designation and will continue to be monitored. The BLM and FS have standard approved protocols for monitoring, principally for livestock grazing management, such as the Multiple Indicator Monitoring (MIM) protocol for riparian habitat, and Assessment, Inventory and Monitoring (AIM), vegetative utilization and nested frequencies for upland habitat. Monitoring for plant populations will include special status plant species, such as the candidate species whitebark pine. While individual protocols may change over time, monitoring will follow approved methods that have been peer-reviewed and accepted as statistically and scientifically valid methods. The current approved protocols are accepted as technical references.

*Management Actions*

When monitoring shows that wilderness character or plant populations are being degraded, apply management actions based on the causal factor as described under other resource sections within this document. For example, impacts from recreational uses would be managed as described in the Recreation section.

## Noxious and Non-Native Invasive Species Management

*Background*

The JMJP Wilderness contains large, contiguous, intact, native plant communities. While the area is generally pristine, there is potential for invasion and expansion of non-native invasive species. Currently, most known infestations of terrestrial invasive plants within the Wilderness occur in areas of human disturbance. These disturbances are related to a variety of land use practices including, but not limited to: historic road construction, trail construction and maintenance, unauthorized motorized and non-motorized trail construction, commercial livestock grazing, recreational livestock grazing (pack stock),

dispersed camping, fire (prescribed and wildfire) and range improvements. There are currently no known infestations of aquatic invasive species within or adjacent to the Wilderness.

Idaho-listed noxious weeds known to occur within one mile of the Wilderness boundary are: spotted knapweed, Canada thistle, black henbane, whitetop, yellow toadflax, hounds-tongue and leafy spurge. Other invasive species of concern, not currently on the noxious weed list that are capable of displacing native vegetation and degrading wilderness character are: cheatgrass, annual mustards, Russian thistle, halogeton, and kochia. (See Appendix 2 for common and scientific names.) A noxious weed is a subset of the broader invasive plants category. Noxious weeds, as designated by the Idaho State Department of Agriculture under Idaho Code Title 22 Chapter 24 are given priority for response and treatment.

The BLM and FS have used an integrated approach to invasive species management in this area prior to wilderness designation, and includes chemical, manual, mechanical, and biological control methods. Biological control agents (insects) have been released in the past within the JMJP Wilderness to control larger infestations in areas where chemical control isn't feasible. An MRA will be used to determine the most appropriate methods and level of control within the Wilderness, including proposals for reseeding or revegetation.

#### *Desired Condition*

The Wilderness is as free from non-native invasive species, as possible.

Intact natural ecosystems facilitate and support healthy native plant communities, watersheds, diverse wildlife communities, and productive soils with minimal invasive species presence.

#### *Goals*

Minimize the impacts of invasive species on the JMJP Wilderness, its natural systems, and its visitors.

Maintain native plant distribution and abundance through the reduction of noxious and non-native invasive species in an effort to retain the areas' natural quality.

#### *Management Direction*

##### *Standards*

JMJP-013 - On NFS land, use pesticides and herbicides in accordance with the design criteria identified in the SCNF Invasive Plant Treatment Record of Decision (ROD) (2016), or most current direction, as well as associated consultation documents from the regulatory agencies, and require, as appropriate, a pesticide use proposal approved by the Regional Forester. The primary methods of control shall use non-motorized, non-mechanized means, such as hand pulling and herbicide application using backpack or horse-mounted sprayers. The use of different treatment methods will be analyzed further through an MRA.

JMJP-014 - On BLM-managed land, follow the direction for invasive plant treatments contained in BLM Manual 6340—Management of Designated Wilderness Areas, as well as the BLM Challis-Salmon Integrated Weed Control Program EA (March, 2009; or most current). These applications will undergo the MRA process as described in BLM Manual 6340. A Pesticide Use Proposal, signed by the Field Manager, state weeds coordinator, and the Associate State Director.

JMJP-015 - Require the use of certified noxious weed free hay and straw entering the Wilderness as well as public lands adjacent to the Wilderness.

## Guidelines

JMJP-016 - Treat areas for noxious and non-native species focusing on early detection and rapid response, as monitoring and visitor use mandates.

JMJP-017 - Work in close coordination with cooperating agencies within the Custer Cooperative Weed Management Area.

## Monitoring

Monitoring is an integral part of any adaptive, integrated pest management program. Monitoring addresses prevention, early detection rapid response, treatment, and restoration efforts, and informs future decision-making and strategy. Post-treatment reviews of monitoring data would occur on a sample basis to determine: whether treatments are effective; the type and extent of damage that may have occurred to non-target species; whether design criteria were applied correctly; and if recovery occurred as expected. Retreatment and active rehabilitation or restoration prescriptions would be developed, as needed, based on post-treatment results. Changes in treatment methods would occur based on effectiveness of treating the invasive species infestations.

Inventory and treatment of invasive species would be emphasized at vectors of seed dispersal, such as at all portals into the Wilderness (roads, trails, trailheads, corrals, etc.). Additional monitoring and management actions are detailed in agency-specific invasive plant documents.

## Management Actions

Develop measures to mitigate the potential for the spread or introduction of invasive species for any ground disturbing activities.

Place emphasis on minimizing introduction of new species and controlling small infestations that have potential to displace native species.

Provide educational information on areas that are susceptible to weed invasion and measures to help prevent non-native, invasive plant establishment and spread.

## Wildlife and Fisheries Resources

### Background

The JMJP Wilderness provides abundant big game hunting opportunities and quality habitat for ungulate species, such as elk, mule deer, moose, mountain goat, bighorn sheep, and pronghorn antelope. The area provides habitat and travel corridors for large carnivores, such as wolverine and wolves. The Greater Sage-grouse ROD identified important habitat for sage-grouse within the Wilderness boundaries (USFS 2015 and BLM 2015) (see Appendix 2 for common and scientific names).

Herd Creek watershed supports one part of the longest and highest-migrating assemblage of anadromous fish in the world. All the forks of Herd Creek, East Pass Creek, and Meridian Creek originate in the Jerry Peak Wilderness. Steelhead, Chinook salmon, and bull trout have designated habitat and presence within the area. Bowery, Long Tom, East Pass, Herd, West Fork Herd, East Fork Herd, Meridian, and Taylor creeks are designated as critical habitat for one or more of these ESA-listed fish species. Herd Lake is the only stocked lake in the Wilderness, and it has been stocked with rainbow trout and tiger muskellunge as recently as 2013.

Wildlife management activities for the FS are guided by the Wilderness Act, the Challis Forest Plan (current), the Salmon-Challis Forest Plan (revised), state and federal laws, and Memoranda of

Understanding (MOUs) with other agencies such as the U.S. Fish and Wildlife Service, Animal and Plant Health Inspection Services (APHIS), and Idaho Department of Fish and Game. Activities carried out by APHIS on NFS lands would in conformance with all applicable laws and policies, including the Wilderness Act, the Challis Forest Plan, and applicable MOUs (MOU No. 17-SU-11132422-231). For the BLM, wildlife management is conducted in accordance with state and federal laws, annual work plans developed between APHIS and Idaho Falls District, and the Challis RMP. Angling, hunting, and trapping in wilderness is subject to applicable state and federal laws and regulations.

The MOU between the Idaho Department of Fish and Game and the USDA Forest Service (2010-MU-11062754-027) identifies that the creation of a separate MOU for management of fish and wildlife in Wilderness areas in Idaho is needed. The document, "Policies and Guidelines for Fish and Wildlife Management in National Forest and BLM Wilderness" (USFS, BLM, and Association of Fish and Wildlife Agencies [AFWA] 2006), serves as a framework for enhanced cooperation between state fish and wildlife agencies, the FS, and BLM. Until such time that an Idaho-specific wilderness MOU is developed, guidelines identified in this document would be applied for the purposes of managing the JMJP Wilderness for activities including (but not limited to): use of motorized equipment, application of pesticides, fish and wildlife research and management surveys, facility development and habitat alteration, threatened and endangered species, population sampling, fish stocking, wildlife damage control, and visitor management to conserve wilderness wildlife resources.

Any activity conducted in wilderness for wildlife or fish management activities, such as population sampling, wildlife relocation, research, fish stocking, or retrieval of tracking devices that would involve uses generally prohibited under Section 4(c) of the Wilderness Act shall only be authorized by the Federal administering agency with an MRA. Review and approval must be made in accordance with Forest Service Manual (FSM) 2326 and BLM Manual 6340 (1.6.B).

National Marine Fisheries Service (NMFS) and the United States Fish and Wildlife Service (USFWS) require consultation, as needed, and as appropriate, to comply with the Endangered Species Act and the Magnuson-Stevens Act. The agencies will follow resource objectives, management standards, use indicators, and other management criteria developed during ESA consultation with regulatory agencies (USFWS, NMFS) for ongoing activities in the JMJP Wilderness.

#### *Desired Condition*

High-quality habitat supports healthy, viable, and naturally-distributed fish and wildlife populations while preserving wilderness character.

#### *Goals*

Allow natural processes to be the primary factor determining the diversity of wildlife and fish species and their habitats.

Implement wildlife management activities to prevent degradation of wilderness character by promoting healthy, viable, and more naturally-distributed wildlife populations and habitats.

Protect indigenous wildlife from human-caused impacts that could lead to Federal Endangered Species Act listing as a threatened, endangered, proposed, or candidate species or as Regional Forester sensitive species, BLM special status species, or Forest-level species of conservation concern.

Protect and assist in the recovery of ESA-listed species and their habitats.

## *Management Direction*

### *Standards*

JMJP-018 - Recovery plans for federally listed species will govern management activities that may affect those species; restrictions on recreation and other uses may be necessary.

### *Guidelines*

JMJP-019 - Adopt pack goat guidelines as recommended by the North American Packgoat Association through education and information (See Appendix 3). Measures identified may be expanded or revised, based on research.

JMJP-020 - Work cooperatively with the Idaho Department of Fish and Game regarding their fish and wildlife management programs to assure the guidelines of the AFWA, BLM, and FS document are applied and that policies outlined in BLM Manual 6340 and FSM 2320 are followed.

### *Monitoring*

Wildlife and fish monitoring efforts such as redd surveys, big game population estimates, and carnivore surveys in and adjacent to the JMJP Wilderness are on-going and will continue. The MRA process will be applied as necessary.

### *Management Actions*

Specific written approval or permits from the federal administering agency will be obtained before undertaking any action prohibited by the Wilderness Act (Section 4c), such as erecting any structure or installation, or using motorized vehicles.

## **Recreation**

This Recreation section includes several sub-sections: Trails, Camping, Recreational Horse and Stock Use, and Signs.

### *Background*

The JMJP Wilderness provides outstanding solitude and primitive recreation opportunities. Dispersed recreational activities occur throughout the area, and include backpacking, stock packing, hunting, fishing, hiking, horseback riding, wildlife viewing, photography, skiing and mountaineering. The Wilderness is in Idaho Fish and Game Management Units 36A and 50. The peak season for visitation in the JMJP Wilderness is hunting season (September – November).

### *Desired Condition*

The JMJP Wilderness provides exceptional opportunities for solitude, and an environment predominately free from the evidence of human activities. Encounters with other visitors while traveling or camping are infrequent. The Wilderness setting offers the highest degree of challenge, self-reliance, and risk. High quality, primitive recreational opportunities are provided while protecting the natural quality, including soil, water, vegetation, riparian, wildlife and aquatic resources.

### *Goals*

Provide for the use and enjoyment of the Wilderness while maintaining outstanding opportunities for primitive and unconfined recreation and solitude through minimal visitor use regulations and minimal developments.

Use adaptive management when planning for and managing visitor use, including the physical and social setting, by using a variety of strategies and tools while preserving wilderness character. Use commonly accepted practices such as those laid out in the Interagency Visitor Use Management Framework (or more current strategy) to guide and inform the decision-making process.

Provide for a range of primitive recreational and solitude opportunities across the Wilderness landscape.

In areas of concentrated use, minimize spatial expansion of impacts.

Manage the majority of the Wilderness at a low density of recreational use ensuring the highest quality of wilderness character.

Prevent unauthorized motorized and mechanized vehicle travel in the Wilderness.

Evaluate and incorporate methods to help prevent weed establishment and spread from recreation and trail use.

Encourage general recreation opportunities to the extent they are consistent with preservation of wilderness character.

### *Management Direction*

#### *Standards*

JMJP-021 - Limit group size to a maximum of 12 people. (See exception for Native American tribes in the Cultural Resources and Tribal Governments section.)

JMJP-022 - Prohibit shortcutting trail switchbacks on foot or with pack and saddle stock.

JMJP-023 - Require removal of refuse and inorganic waste from the Wilderness.

#### *Guidelines*

JMJP-024 - Manage vehicle access points to prevent unauthorized vehicle use by posting appropriate boundary signage, and blocking or rehabilitating unauthorized routes where violations are an issue.

### *Monitoring*

Continue to monitor recreational use to further understand the correlation between use levels, resource impacts and effects on wilderness character, including opportunities for solitude, and the undeveloped quality. See Monitoring sections under Wilderness, Trails, and Camping.

### *Management Actions*

Actions for managing recreational use fall into one of three categories: education, engineering and enforcement. Information and education are most commonly employed to modify visitor behavior, adjust visitor attitudes and expectations, and alter the spatial and temporal distribution of use. Common examples include the “Leave No Trace” program, signs, and visitor contacts. Engineering actions include site design, construction and maintenance; for example, providing, removing or relocating facilities (campsites, trails), or using vegetation or other physical barriers to direct visitor use. Regulations with enforcement can be used to implement all management strategies. Examples include restricting or prohibiting access to specific locations, access at particular times, certain types of behavior, particular activities, equipment or modes of travel, length of stay, and group size. For more information, see the Visitor Use Management Framework (Interagency Visitor Use Management Council 2016).

Indirect methods (e.g. education) for managing recreational use are preferred. Management actions would include direct, on-site actions and site-specific regulations for unusual cases where indirect methods are unsuccessful.

Currently, visitor use patterns and impacts do not indicate that there is a need to implement a visitor use permit system to protect wilderness character. Managers will continue to monitor visitor impacts to wilderness character and the physical resource to determine if additional management actions, such as a wilderness permit system, may be required in the future.

## Trails

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### *Background*

There are approximately 79 miles of trail within the JMJP Wilderness ranging from minimally developed Class 1 trails to more developed Class 3 trails, providing a variety of wilderness trail opportunities (for trail standards see USFS 2008). The Wilderness provides extensive opportunities for off-trail exploration, challenge, risk and solitude. Use trail classifications for FS and BLM and maintain trails to the established standard, as practicable. Ensure trails comply with wilderness-appropriate standards. For additional information on trails, please refer to Appendix 4 for trail condition classes, mileages and a map.

### *Desired Condition*

Trails and routes provide sufficient access to minimize proliferation of user-developed routes and are situated and designed to prevent resource damage.

### *Goals*

Maintain system trails, including proposed additions to the system, to standard to protect wilderness character.

### *Management Direction*

#### *Standards*

JMJP-025 - Do not construct new trails in the JMJP Wilderness, unless trails are determined to be the minimum necessary for administration of the area as wilderness.

JMJP-026 - If total miles of user-developed routes increases by more than 3%<sup>2</sup> or more over two monitoring period, management actions will be taken to preserve wilderness character, as described under the Management Actions. (See exceptions for Narrow Canyon-Bowery Creek (#4178), Narrow Canyon (#4179) in Management Actions below.)

### *Monitoring*

Monitoring for the user-developed routes indicator occurred in 2017 and will continue through 2020 to establish baseline data.

Monitoring user-developed routes to detect changes to wilderness character, and address impacts, as needed. Monitoring for new social trails would specifically occur in high use areas, such as near trailheads, campsites, and at popular destinations.

### *Management Actions*

The FS will remove the Narrow Canyon-Bowery Creek (#4178), Narrow Canyon (#4179), and Baker Creek (#4184.03) trails from its trail inventory and add the Middle East Pass Creek Trail to the FS Trail

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<sup>2</sup> Threshold is established in the FS Wilderness Character Monitoring Technical Guide (Landres et al., in press). If this guidance is revised, the most current threshold for change would be used. Monitoring cycle for this measure is every five years, as established in the Technical Guide.

Inventory. BLM will add the existing trail from the Upper Lake Creek Campground to Sage Creek to its trail system. (See Appendix 4 for more information on trails.)

Visible trail segments of the Narrow Canyon-Bowery Creek (#4187) and Narrow Canyon (#4179) trails will be inventoried. This inventory will take place until 2020. Where visible trail tread is absent, these gaps will be reconciled using historic trail system locations (USFS, Salmon-Challis National Forests, Challis National Forest Visitor use Map, 2017). These two hiking/stock foot worn paths will not count against the total miles of user-developed routes (JMJP-026 Standard).

The trail leading to the Upper Lake Creek Campground will remain to provide access to the campground and Jerry Peak, and across this portion of the JMJP Wilderness. Width will be allowed to naturally narrow to a pedestrian/stock width (e.g. Class 3). Culverts will not be removed unless they wash out or cannot be maintained. Replacement of culverts will not occur.

If monitoring threshold for user-developed routes is met, or exceeded, management actions that may be applied are described under the Recreation section (p. 19, Management Action), or in the Developments and Other Human Effects or Disturbances section (p. 39).

## Camping

### *Background*

Campsites existed in the JMJP Wilderness prior to designation. The JMJP Wilderness has been a popular hunting area for decades. Some of the campsites are well established. Campsite developments have included camp furniture, corrals, meat poles, and metal fire rings. Campsite conditions vary from significantly impacted to minimally impacted, but with impacts that persist year to year.

### *Desired Condition*

Campsite density is low, and quantity is sufficient to accommodate use. Campsites show minimal impact to natural resources from recreational use.

Impacts from camping are minimized or absent from sensitive areas, such as riparian areas or near cultural resources.

Sanitation and trash issues associated with recreational use are minimized.

### *Goals*

Manage camping to minimize impacts to natural resources and other visitors.

Encourage visitors to use durable sites for camping in areas of concentrated use through education.

### *Management Direction*

#### *Standards*

JMJP-027 - Limit campsite occupancy to 14 days in accordance with BLM Regulation: ID-913-02-4740-04.

JMJP-028 - Restrict cutting of live trees, including whitebark pine, for fuel wood (36 CFR 261.6; 43 CFR Part 6302.20). Collection of dead and downed wood is acceptable.

JMJP-029 - Require human waste to be covered 6-8" deep at least 200 feet from water, and, where the terrain allows, 200 feet from campsites and trails. Alternatively, waste may be packed out.

JMJP-030 - If average campsite condition impact score increases by 5%<sup>3</sup> or more over two monitoring periods management actions will be taken to maintain wilderness character, described below.

### *Monitoring*

Monitoring for user-created installations or structures associated with campsites will occur during routine wilderness patrols. These will be removed or deconstructed when found.

The FS campsite monitoring protocols (2016, or current) will be applied across the JMJP Wilderness to determine campsite conditions (see Appendix 5 for more information on campsite monitoring protocols). Monitoring will occur in 2017 and will continue through 2020 to assess campsite conditions and any associated human-caused impacts.

### *Management Actions*

No permits are currently required for overnight camping; however, a permit system may be implemented if monitoring indicates impacts to resources or wilderness character are occurring.

When the campsite condition threshold is met or exceeded, additional management actions would be considered and may include, but are not limited to:

- a) Make campsites less appealing or accessible. Remove fire rings and other evidence of human impact. Rehabilitate campsites. (See the section on Developments and Other Human Effects or Disturbances for more information.)
- b) Increase education at trailheads or portals with techniques such as: posting restoration information, encouraging visitors to avoid campsites undergoing restoration, or suggesting alternative camping locations (also see Wilderness Education and Interpretation section).
- c) Implement site closures, and inform the public by posting notices on portals and at administrative sites.
- d) Establish overnight stay limits at sites.
- e) Require human waste to be packed out.
- f) Designate specific campsites for stock use.
- g) Further limit the number of stock allowed when camping overnight.
- h) Prohibit overnight grazing of pack and saddle stock.
- i) Prohibit use of stock where warranted.
- j) Establish voluntary registration at trailheads.
- k) Mandatory, self-issue permits.
- l) Designated campsites.

## Recreational Horse and Stock Use

### *Background*

Stock use is a traditional activity on this land and has long history of use throughout the JMJP Wilderness. This traditional use of wilderness is a symbol of the landscape and is associated with hunting and grazing activities. Recreational stock use, mainly horses and mules, occurs throughout the Wilderness but tends to take place more on developed trails.

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<sup>3</sup> Threshold is established in the FS Wilderness Character Monitoring Technical Guide (Landres et al., in press). If this guidance is revised, the most current threshold for change would be used. Monitoring cycle for this measure is every five years, as established in the Technical Guide.

### *Desired Future Condition*

Recreational stock use occurs with minimal impacts to wilderness character.

### *Goals*

Recreational stock use continues in a manner that leaves the Wilderness unimpaired for future use and enjoyment as wilderness.

### *Management Direction*

#### *Standards*

JMJP-031 - Limit the combined number of pack and saddle stock in one group to 20 head of stock.

JMJP-032 – Require pack or saddle stock to be ridden, led, or under human control. Animals are not permitted to run loose on trails or travel routes.

JMJP-033 - In camp, require stock users to pad highlines, or use tree-saver devices to minimize tree damage.

JMJP-034 - Stock animal feed (hay, straw, and/or pellets) is required to be certified weed-free (FS Order Number 04-00-097; BLM Supplementary Rule ID-913-02-4740-04).

#### *Guidelines*

JMJP-035 - Require stock users to locate pack and saddle stock handling areas at least 200 feet from lakes, springs and streams, where terrain allows.

JMJP-036 - Require stock users traveling outside of camp to tie stock to live trees greater than 8" in diameter for only short periods of time, and require use of tree-saver devices or other techniques (e.g. wrap lead around trunk twice before tying the knot) to minimize tree damage.

### *Monitoring*

Implement monitoring as described in the Wilderness, Trails and Camping sections.

### *Management Actions*

The Recreation and the Camping sections detail management actions that may be implemented if overuse occurs.

## Signs

### *Background*

Few signs exist currently within the Wilderness. Since designation, wilderness boundary signs have been limitedly installed. The trail system within the JMJP Wilderness is not complex, and only contains 79 miles of trail; therefore, few trail signs are needed.

### *Desired Condition*

Signage will remain minimal to preserve wilderness character. Signs may be provided within Wilderness in rare cases, such as for resource protection.

### *Goals*

Provide few signs in wilderness to preserve the opportunity for self-reliance.

Maintain signs installed at trailheads to provide wilderness education, regulation and restriction information.

### *Management Direction*

#### *Standards*

JMJP-037 – Do not provide destination or interpretive signs.

JMJP-038 - Install resource protection signage for sensitive or damaged areas only if approved through an MRA.

JMJP-039 - Place Wilderness boundary signs at known access points, such as along trails, in drainages and at passes.

#### *Guidelines*

JMJP-040 - Place information signs or kiosks containing wilderness and natural resource interpretive information and interagency information at trailhead parking areas outside of the Wilderness, as necessary.

JMJP-041 - At designated trail junctions, provide the minimum amount of signs necessary for either the routing or location of the traveler or for the protection of the wilderness resource (2324.33f, BLM 6340 1.6.C.13.c.iii.).

### *Monitoring*

Agencies will monitor for missing, damaged, or vandalized signs in conjunction with regular wilderness patrols.

### *Management Actions*

Within the Wilderness, signs will be made of native material (e.g. wood, rock), and will be constructed in accordance with sign policy (FS, 2013; BLM 2016). Agencies will remove or replace all existing signs not in conformance with these standards to protect resource values and wilderness character.

## Cultural Resources and Tribal Governments

### *Background*

The cultural resources of the JMJP Wilderness are not well known. Only a few cultural resource surveys have been conducted in the area, and 52 archaeological sites and isolates have been documented in the Wilderness. However, for thousands of years Native American people occupied the south central portions of Idaho, including the present day JMJP Wilderness. Archaeological evidence in this region suggests that people have hunted and gathered in the area for more than 12,000 years. In historic times, the Shoshone-Bannock Tribes have been the primary Native American group to use the area.

Rossillon (1982) and Matz (1995) identify a number of themes important to the history and prehistory of the SCNF. These themes can be used to understand and, ultimately, to manage cultural resources within the JMJP Wilderness. Identified themes include: Native American Utilization and Occupation, Early Euro-American Exploration, Mining, Transportation, Agriculture and Ranching, Forest Service Administration, the Civilian Conservation Corps, and Recreation. Native American Tribes are known to use the tributaries of the Salmon River for habitation, for resource procurement, and as travel corridors.

Prehistoric cultural resources may include abandoned Indian villages, camps, rock shelters, caves, pictographs, vision quest sites, hunting blinds, traps, lithic procurement sources and workshops, human

burials and cambium peeled trees. Historic cultural resources may include standing buildings and ruins depicting the ranching and homesteading period, burials, and mining-related structures, features and ruins. Historic FS and BLM administrative sites, roads, trails and installations, if present, are part of the cultural history of the Wilderness.

Treaty rights provide American Indian tribes access to areas with cultural or religious importance, and access to public lands to procure traditional resources.

The National Historic Preservation Act requires federal agencies to coordinate and consult on cultural resource management activities with State Historic Preservation Officer (SHPO), tribes, and other interested parties.

Any undertaking, with the potential to effect cultural resources, will be conducted in compliance with the NHPA. Specifically, trail maintenance activities will avoid impact to cultural resources by confining maintenance to existing trail tread, and not using construction materials from cultural resource sites during trail maintenance activities.

Permits for any archaeological study are required, as prescribed by the Archaeological Resources Protection Act (ARPA).

#### *Desired Condition*

Cultural resources are protected and preserved. Unique and non-renewable historic properties that are listed on or eligible for National Register of Historic Places listing retain the characteristics that make them eligible.

Sacred sites and traditional cultural properties are recognized, respected, and maintain the characteristics for which they have traditional and cultural significance for the appropriate Native American tribes.

#### *Goals*

Protect and manage cultural resource values within the JMJP Wilderness to meet the requirements of the National Historic Preservation Act (NHPA), the ARPA, and the Forest Management Act.

Conduct archaeological scientific research that contributes to wilderness management objectives consistent with the NHPA, Archaeological Resource Protection Act, FSM 2323.8, Forest Plan direction, Challis RMP, and BLM Manual 8100.

Conduct cultural resource inventories in areas that have not previously been surveyed for cultural resources.

Recognize that the archaeological resources within the JMJP are an important component of the Wilderness.

Coordinate cultural resource programs among managing agencies.

Protect and preserve the archaeological and historic resources of these areas.

Evaluate recorded but unevaluated sites to determine significance to the NRHP and interpretive potential.

Develop appropriate management practices to eliminate or reduce adverse effects on cultural resources.

Recognize that the Wilderness is within the Shoshone-Bannock Tribes' traditional lands and it may contain traditional cultural properties, sacred sites, and other areas that hold traditional and cultural significance to the Tribes.

Maintain and enhance tribal relations through meaningful consultation and joint projects as appropriate.

When appropriate, facilitate use by Native American tribes, communities and traditional practitioners.

Work with affected federally recognized tribes to change derogatory place names within the JMJP Wilderness.

### *Management Direction*

Cultural resource standards are established below to help achieve the desired conditions of heritage resources. Cultural resource guidelines address overall compliance requirements under NHPA, ARPA and other statutes, as well as national and regional cultural resource policy and direction (FSH 2309.12.22.1; BLM 8130.1.11).

#### *Standards*

JMJP-042 - Group size and length of stay limitations do not apply to the Tribes when exercising off-reservation treaty rights.

#### *Guidelines*

JMJP-043 - Use interpretive monographs, brochures, portal contacts, wilderness ranger contacts and other appropriate methods to educate and enhance public appreciation and protection of heritage resources and the wilderness experience.

### *Monitoring*

Monitoring plans are required under National Forest Management Act planning regulations (FSH 2309.12.22.1 and BLM 8130.2.21.F; see also FSM 2362.5). Cultural resource monitoring within the JMJP Wilderness will be used to determine how well the agencies are meeting desired conditions and how closely standards and guidelines are being followed. NRHP eligible sites will be monitored at least once every five years.

Archaeological sites that are NRHP eligible and are identified as being adversely impacted or at risk of damage may be subject to further monitoring at the agency archaeologist's direction.

### *Management Actions*

Within the Wilderness boundary, archaeological survey that meets modern professional standards has been minimal. Further surface pedestrian survey would be conducted in accordance Sections 106 and 110 of the NHPA. These studies will allow for a better understanding of past cultural use within the Wilderness boundary and the surrounding geographic region. The information gained through these investigations will be used to refine and improve the management of cultural resources within the Wilderness and the region.

Conduct archaeological inventory, site evaluation, site monitoring, protection, interpretation, and additional research to locate, preserve, and/or enhance cultural resources.

Prepare a Cultural Resource Overview of the JMJP Wilderness. Prepare a Historic Preservation Plan for the JMJP Wilderness based on the results of the Cultural Resource Overview.

## Livestock Grazing Management

### Background

Section 4(d)(4)(2) of the Wilderness Act and Section 102(e) of the enabling legislation provide for continued livestock grazing where it existed prior to wilderness designation. Livestock grazing will be subject to reasonable regulations deemed necessary by the Secretaries of Agriculture and Interior, as appropriate. Per the Wilderness Act and the clarifying language in the Congressional Grazing Guidelines (House Report 96-617 of the 96<sup>th</sup> Congress and guidelines described in Appendix A of House Report 101-405 of the 101<sup>st</sup> Congress), livestock grazing shall not be curtailed or “phased out” simply because an area has been designated as wilderness. The aforementioned House reports further clarify that associated activities that are necessary to support livestock grazing, such as maintenance of supporting facilities, including use of motorized equipment when necessary, will continue to be allowed in wilderness. Further, wilderness designation should not prevent the construction and maintenance of new fences or improvements which are consistent with allotment management plans or which are necessary for protection of the range. See Guidelines section and Appendix 7 of this document for the Congressional Grazing Guidelines (House Report No. 101-405).

**Current Livestock Grazing** - Ten Forest Service and BLM cattle and horse allotments are located partially within the JMJP Wilderness (see Tables 4 and 5). The Forest Service’s vacant East Pass Creek Sheep and Goat Allotment is located entirely within the Wilderness. Ten permittees have permits for livestock grazing on FS allotments within the JMJP Wilderness (one of these is pending). Fourteen permittees have permits for livestock grazing on BLM allotments within the JMJP Wilderness. Seven of these permittees have permits for both FS and BLM allotments within the JMJP Wilderness. See Table 3 for an overview of range improvements that exist within the JMJP Wilderness on these allotments. See Appendix 6 for maps of locations of range improvements on these allotments. Range improvements generally are assigned to permittees for maintenance responsibility, although the FS or BLM may choose to keep maintenance responsibility for some improvements.

Current management of the active allotments generally involves rest/rotation or deferred rotation grazing systems in which no unit of an allotment receives livestock use that persists throughout the plant growing season. Timing of livestock grazing within each unit can vary from year to year, depending on variations in unit rotations, available forage, and livestock management (such as distribution and numbers turned out). Consequently, exact numbers and dates of livestock in the JMJP Wilderness also vary from year to year. Routine livestock management and improvement maintenance is accomplished by non-motorized methods.

Table 1. Forest Service allotments within or partially within the JMJP Wilderness.

Allotment <sup>a</sup>	Approximate total acres	Approximate acres in JMJP Wilderness	Permitted use		Jurisdiction
			Livestock <sup>b</sup> numbers	Season	
East Pass Creek	18,333	18,333	Vacant		Challis-Yankee Fork Ranger District—SCNF
Herd Creek	37,862	29,550	666 <sup>c</sup>	6/16 – 10/31	Challis-Yankee Fork Ranger District—SCNF
Pine Creek	9,317	8,741	122	7/1 – 9/30	
Wildhorse	87,938	17,842	1892	6/9 – 9/30	Lost River Ranger District—SCNF

Upper East Fork <sup>d</sup>	46,064	12,459	255 (or maximum of 553 head months)	6/10 – 8/15	Sawtooth National Recreation Area— Sawtooth National Forest
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<sup>a</sup>The following allotments have been closed under the donation process as outlined in the *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act*: Herd Creek, Upper East Fork, and Wildhorse (Herb Whitworth permit relinquishment) Allotments.

<sup>b</sup>Livestock numbers are cow/calf pairs except for where otherwise specified.

<sup>c</sup>Variable numbers and season of use: Livestock numbers may vary within the maximum permitted season across all permits for this allotment but shall not exceed 1813 head months.

<sup>d</sup>The Upper East Fork Allotment has about 26,598 acres in the Hemingway-Boulder Wilderness.

Table 2. BLM allotments within or partially within the JMJP Wilderness.

Allotment	Approximate total acres	Approximate acres in JMJP wilderness	Permitted use*		Jurisdiction
			Livestock numbers	Season	
East Fork**	19,525	1,976	285 AUMs, including 1 horse AUM	5/21 – 6/10 and 10/15 – 10/31	Challis BLM Field Office
Herd Creek	21,502	8,369	1006 AUMs	6/15 – 11/15	
Mountain Springs	81,600	8,830	6771 AUMs	5/18 – 9/15 and 10/1 – 11/15	
Pine Creek	4,523	1,121	333 AUMs	5/23 – 10/15	
Road Creek	7,730	534	207 AUMs	5/16 – 8/31	
Sage Creek	5,996	2,967	1028	5/1 – 9/30	
Wildhorse	24,642	107	2038 AUMs, includes 29 horse AUMs	5/16 – 10/10	

\*Livestock numbers may vary; the season shown is the maximum permitted season across all permits on a given allotment.

\*\*The East Fork Allotment has 459 acres in the White Cloud Wilderness.

Table 3. Overview of range improvements within the JMJP Wilderness.

Improvement Type	Forest Service	BLM
Barbed wire or wood fence (apprx. miles)	10.7	8.8
Electric fence (apprx. miles)	none	3.4
Pipeline (apprx. miles)	1.17	0.35

Improvement Type	Forest Service	BLM
Water systems (headbox)	7	1
Troughs (part of water system)	16	4
Ponds	46	2
Other	1 well	none

### *Desired Condition*

Wilderness character is preserved while continuing to allow sustainable use of quality forage and maintenance of existing improvements, including water developments, to support commercial livestock grazing.

### *Goals*

Provide for continued grazing within the JMJP Wilderness that is consistent with the Wilderness Act and Congressional Grazing Guidelines.

### *Management Direction*

Administration of grazing and livestock use on federal lands, is conducted in accordance with 36 CFR 222, Subpart A (National Forest System), 43 CFR 4100, (BLM lands), 36 CFR 293.7, other applicable laws (such as the Taylor Grazing Act of 1934, Multiple Use Sustained Yield Act of 1960; the National Environmental Policy Act of January 1, 1970; the National Forest Management Act of October 22, 1976; the Clean Water Act of 1972; the Endangered Species Act of 1973; the Federal Land Policy and Management Act of 1976, the Public Rangelands Improvement Act of 1978, the Rescission Act of 1995) and other management guidelines (such as the Forest Service Handbook 2209, Forest Service Manual 2200, and BLM Manual 6340).

### *Standards*

JMJP-044 - Identify the terms and conditions of livestock grazing on NFS and BLM-managed lands in grazing permits, as directed by the Forest Plan and applicable amendments and the BLM Challis RMP.

JMJP-045 - Prohibit use of motor vehicles for routine livestock monitoring, herding, and gathering.

### *Guidelines*

JMJP-046 - Grazing operations within wilderness, where livestock grazing was present at the time of wilderness designation, are guided by the Congressional Grazing Guidelines (House Report 96-617, 1979; and House Report 101-405 Appendix A, 1990), the Forest Service Manual Chapter 2320 (Wilderness Management), the Forest Plan and applicable amendments, and BLM Manual 6340 and 43 CFR 4100. See Appendix 7 for the full text of the Congressional Grazing Guidelines.

### *Monitoring*

No wilderness-specific monitoring is identified. See Vegetation and Botanical Resources section for description of on-going vegetation monitoring.

### *Management Action*

Existing range improvements within the JMJP Wilderness that are agreed to be obsolete by both the permittees and the agencies, consistent with the NHPA, may be removed.

The vacant East Pass Creek sheep and goat Allotment would be neither closed nor reauthorized for grazing under this Plan.

Actions for the management of livestock grazing would be considered and analyzed according to the regulations in 36 CFR Part 222, and 43 CFR 4100.

## Wild Horse Management

### *Background*

The 1971 Wild Free Roaming Horses and Burros Act (WFRH&B) protects wild horses and burros. The Challis Herd Management Area (CHMA) was designated based on census flights. The CHMA is bordered on the north by the Salmon River, on the west by the East Fork of the Salmon River, on the south by the divide between Herd Creek and Road Creek, and on the east by U.S. Highway 93 and the watershed boundary between the Salmon River drainage and the Lost River drainage. The CHMA overlaps 9,821 acres of the JMJP Wilderness. See Appendix 8 for a map of the CHMA. The portion of the CHMA within the JMJP Wilderness typically maintains zero to few wild horses. In population inventory flights since 2008, no horses have been counted within the Wilderness boundary. It is highly unlikely that any on the ground activities will occur within Wilderness boundaries. Additionally, the JMJP Wilderness portion of the CHMA is not conducive to ground activities such as gather sites. While highly unlikely that ground activities would occur, BLM policy reserves the flexibility to manage wild horses within Wilderness boundaries. Management may include activities on the ground.

The Challis RMP establishes the Appropriate Management Level (AML), or target population, for wild horses within the CHMA at 185; however, between gathers, the population may range up to 253. Two hundred and fifty-three (253) is the maximum number of wild horses that can graze in a thriving natural ecological balance and multiple use relationship on the public lands in the area.

### *Desired Condition*

Wild horse populations within the CHMA do not exceed the AML, in order to maintain a thriving natural ecological balance and prevent degradation of wilderness character, watershed function, and ecological processes.

### *Goals*

Maintain the wild horse population at the AML, within the carrying capacity of the environment, to preserve the area's wilderness character.

### *Management Direction*

#### *Standards*

JMJP-047 - When managing wild horses within the Wilderness, employ uses prohibited by Section 4(c) of the Wilderness Act only when necessary to meet the minimum requirements for administering the area for the purpose of the Wilderness Act or when the uses are required under the WFRH&B (BLM Manual 6340).

#### *Guidelines*

JMJP-048 - In cases where impacts to springs and riparian systems result from wild horses, consider mitigation measures to prevent further degradation or to restore wilderness character.

JMJP-049 - When revising the Challis Herd Management Plan, identify management actions required to preserve wilderness character in addition to maintaining healthy populations of wild horses.

JMJP-050 – Hold periodic gathers, as necessary, to achieve AML within the CHMA. If gathers are necessary, on-the-ground activities within Wilderness will be accomplished on foot or by horseback. If MRA results in motorized means for horse gathers, aircraft (including helicopters) may be used to survey, herd, capture, and monitor wild horses. Landings are not permitted except in an emergency.

### *Monitoring*

As guided by the Challis RMP and the Challis Herd Management Plan, BLM will maintain a current population inventory in order to determine if the wild horse population are within the AML. BLM will continue to conduct vegetation monitoring to determine if any impacts are being caused by wild horse populations.

### *Management Action*

The Challis RMP and the Challis Herd Management Plan describe management of wild horses.

When horses are determined to be above the carrying capacity, a gather would be conducted, when feasible, in coordination with BLM Idaho and the BLM national wild horse program.

## Minerals

### *Background*

The Wilderness Act, Section 4(d)(2) allows mineral surveying, including prospecting and other scientific activities, as long as these activities are carried out in a way that preserves wilderness character.

In general, mineral activities are prohibited in the Wilderness apart from those for scientific purposes per BLM Manual 6340 and FS Manual 2300 and rockhounding, which includes the collection of common invertebrate fossils and petrified wood per the Federal Land Policy Management Act of 1976 (43 USC 1701), 36 CFR Subpart C, and 43 CFR 8365.1-5.

Per FSM 2320 (section 2323.7) and BLM Manual 6340, information gathering activities may be authorized by geologic exploration permit or interagency agreement only if the activities involve very minor surface disturbance and are compatible with the preservation of the wilderness environment.

**Geology** - The geology of the JMJP Wilderness area consists primarily of Tertiary igneous and volcanic rocks and Eocene volcanic rocks such as andesite, latite, rhyolite and basalt as well as volcanic sandstones and mudstones, conglomerates and breccias. Quaternary glaciation, fluvial activity and landslides have modified surface geology.

**Mining History** - There are no major areas of historic mining development or interest within the JMJP wilderness boundary. The Wilderness is south of the Bayhorse Mining District as well as the Thompson Creek mining area and the Stanley Uranium area. The Bayhorse Mining District was mined from 1877 to approximately 1964, with over 1,000 mining claims located in that area during that time. The Stanley Uranium area was in production from 1957 until approximately 1960.

**Active Claims** - In the Wilderness Act, Section 4(d)(3), wildernesses were withdrawn from mineral activity, subject to valid existing rights, after December 31, 1983. All legislation passed since withdraws wilderness areas from mineral activity, subject to valid existing rights, as of the date of enactment, which is August 7, 2015 for the JMJP Wilderness. As of November 2016, there are zero (0) active or pending claims on BLM and NFS lands within the Wilderness boundary.

**Mineral Resources** - There are no identified abandoned mine land sites on BLM and NFS lands within the Wilderness boundary. There are no Comprehensive Environmental Response, Compensation, and Liability Act sites and no developed mineral material/rock source sites.

On BLM and NFS lands within the Wilderness boundary, mineral potential is non-existent to low for fluorspar, uranium, tungsten, molybdenum, gold, silver, mercury, cobalt, copper, zinc, antimony, tin and vanadium (Fisher and Johnson, 1995) with the exception of moderate potential in the Pine Creek drainage north of Sheep Mountain.

There is no geothermal resource potential and no salable mineral resource potential (Worl et al. 1989).

#### *Desired Condition*

The Wilderness will have negligible effects from mineral activities.

#### *Goals*

Preserve the wilderness environment while allowing activities for the purpose of gathering information about mineral resources.

#### *Management Direction*

##### *Guidelines*

JMJP-051 - Mineral activities for scientific or recreational purposes will be conducted in a manner compatible with the preservation of the wilderness environment. Rockhounding will be allowed only in a manner causing negligible surface disturbance.

JMJP-052 - Information about minerals or other resources within Wilderness may be gathered if such activity is compatible with the preservation of the Wilderness and casual use. Casual use may involve minor activity, such as sampling with hand tools, but does not involve explosives or mechanized earth-moving equipment.

#### *Monitoring*

Section 4(d)(2) of the Wilderness Act requires that wilderness areas be surveyed for minerals and other resources by the USGS on a recurring basis. BLM and FS would monitor for unauthorized, new mining claims or activity beyond casual use that is not compatible with the preservation of the wilderness environment.

#### *Management Actions*

Designate the Wilderness as a free-use area per 36 CFR 228.62 and develop rockhounding rules, such as a collection limit of 25 pounds per person per year using only hand tools in a recreational manner and leaving no trace of rockhounding activities.

Restrict collection of minerals to scientific research and by special use permit only.

Deny applications for permits for the removal of common variety mineral materials under the Mineral Material Act of July 31, 1947, as amended and supplemented.

If valid rights for locatable minerals pre-date Wilderness establishment and withdrawal from mineral entry, a Notice of Intent or Plan of Operations will be processed according to 36 CFR 228.4.

## Fire Management

### *Background*

Fire is an important ecological process on the landscape and an integral component of wilderness character. Whether started by lightning or humans, fire has helped determine vegetation communities across the landscape since the beginning of time.

**Fire Occurrence** - There is evidence of past fire occurrence throughout the JMJP Wilderness in the form of fire scars and ash layers within the soil profile. Fire has been effectively excluded from the landscape, including the JMJP Wilderness, since the late 1800's through suppression, livestock grazing which reduced fine fuels, and other land-use practices. Suppression can limit the benefits of natural fire that is on the landscape.

The BLM, FS, and state fire occurrence records for the JMJP Wilderness indicate that between 1910 and 2015 fires burned approximately 8,997 acres. The records show a total of 34 fires. The largest fire on record occurred in 1961 and was approximately 2,150 acres. A fire history map for the JMJP Wilderness is available in Appendix 9.

**Fire Ecology** - Periodic wildland fire has been the key habitat disturbance element affecting plant compositions, communities, and structure throughout the JMJP Wilderness. The role of fire has been altered by human actions for over a century, and these actions have affected plant communities, seral status, and condition class.

**Fire Regime Condition Class** – The natural role of wildland fire can be understood and communicated through the concept of fire regimes (Brown and Smith 2000). Fire regimes describe conditions that existed before Euro-American settlement. Fire regimes can provide reference conditions that represent conditions before fire was excluded from the landscape and can be used to assess wildland fire risk to plant communities, as well as other resources.

Fire Regime Condition Classes (FRCC; Hann and Bunnell 2001) are qualitative measures that describe departure from historical fire regimes, which could describe differences in important habitat characteristics including fuel loads, structure, age, complexity and species composition. Many reasons may have led to this departure, including harvesting of timber, fire exclusion, non-native species, grazing of livestock, insects and disease, and past management activities. There are three condition classes that indicate rankings of wildland fire risk. The risk of loss of key ecosystem components from wildland fire increases from Condition Class 1 (lowest risk) to Condition Class 3 (highest risk). The majority of acreage within the JMJP Wilderness lies within Condition Class 3 (73%). See map in Appendix 9.

**Emergency Stabilization** - Emergency stabilization is guided by each agency's current Watershed Protection and Management Emergency Stabilization – Burned Area Emergency Response policies (FSM 2323.43b and 2523; BLM 8560 and H-1742-1) and other FS and BLM policies. In general, emergency stabilization may be considered only if necessary to prevent an unnatural loss of the wilderness resource or to protect life, property, and other resource values outside of wilderness following site-specific assessments and planning.

### *Desired Future Conditions*

Natural ignitions are permitted to play, as nearly as possible, a natural role in ecosystem function, with consideration of the impact to firefighter and public safety, private property, developed facilities in surrounding areas, and wilderness character.

### *Goals*

Consider the natural role of fire within the ecosystem in fire management decisions. Response to a wildland fire in or near wilderness would consider the full range of fire management strategies and tactics, ranging from monitoring to full suppression while protecting wilderness character. Also incorporate ecosystem factors, safety, and returning vegetation conditions to a more representative state in the decision-making process.

Fire management objectives in the Wilderness will be structured in accordance with the BLM Fire Management Plan (2005 or current) and the identified standards and guidelines in this document.

### *Management Direction*

#### *Standards*

JMJP-053 – For FS, prior approval from the Forest Supervisor must be obtained to use motorized equipment or mechanized transport in wilderness for fire management activities (FSM 2326.04c and 2326.1). This includes, but is not limited to, retardant drops, water drops, and other ground-based intrusions.

JMJP-054 - For BLM, prior approval from the Field Office Manager must be obtained for helicopter bucket work, dip sites, water delivery, motorized water pumps, aerial retardant application, air transport, personnel shuttle, supply drops, and chainsaw use. Prior approval from the District Manager must be obtained for motor vehicle use including engines, transports, crew trucks, UTV/ATV, as well as helispot construction, and heavy equipment use (BLM Manual 6340 1.6 C. 7, ID-IM-2016-025).

JMJP-055 - Initial action on human-caused wildfire will be to suppress the fire at the lowest cost with the fewest negative consequences with respect to firefighter and public safety. (Interagency Standards for Fire and Fire Aviation Operations, 2017)

#### *Guidelines*

JMJP-056 - Determine actions for each wildland fire consistent with the protection of wilderness character (FSM 2324.23 and BLM 6340 1.6 C.7) and will ensure the safety of firefighters, the public, and consider the impacts to private property and developed facilities in surrounding areas.

JMJP-057 - The BLM would have the full range of options to achieve resource management objectives, ranging from full suppression to monitoring of naturally-ignited wildfires.

JMJP-058 - Coordinate with wilderness specialists and adjacent landowners, as appropriate, to develop compatible wildland fire management strategies.

JMJP-059 - Prescribed fire may be considered in the JMJP Wilderness and will be evaluated consistent with FS and BLM policy (FSM 2320, BLM 6340).

JMJP-060 - Allow campfires, except when existing and expected fire danger justifies implementation of fire closure orders. Coordinate proposed fire closures and restrictions Wilderness-wide.

### *Monitoring*

Within the Wilderness boundary, agencies will annually monitor the number of intrusions due to wildfire activities, as well as acres burned.

Agencies will monitor the number of human-caused ignitions that occur within the Wilderness boundary annually.

### *Management Actions*

Enhance public awareness and support through educational programs about the role of fire in the ecosystem and fire's role in maintaining wilderness character.

Use Minimum Impact Suppression Tactics (MIST) and assign Resource Advisors with knowledge and training or experience in wilderness management to fires in the plan area to minimize suppression impacts to wilderness character. Disturbance caused by suppression actions would be returned to as natural a condition as possible (FSM 2324.23, BLM Manual 6340 1.6 C.7).

### **Lands and Special Uses**

Also see the Research section below.

### *Background*

Section 4(c) of the Wilderness Act prohibits commercial enterprises, such as mining or logging operations, to be located in wilderness. Further, the collection of any resource for the purpose of commercial sale, including shed antlers or furs, is prohibited.

The *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act* includes a prohibition on new water resource facilities or permits for new water resource facilities (Section 103 (B)); however, existing water rights are not affected by this Act.

There are three inholdings, entirely within the JMJP Wilderness boundary, and five parcels on the edge of the Wilderness (edgeholding) that are owned by the state of Idaho. Per Section 107 of the *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act*, the Secretary shall seek to complete an exchange for state land located within the boundaries of the Wilderness. This process is occurring separately from this WMP process.

On the FS portion of the Wilderness, there is one privately owned water right and associated diversion on Bowery Creek. The point of diversion and part of the ditch is within the JMJP Wilderness and part of the ditch is within the Hemingway-Boulders Wilderness before it continues onto private land.

Competitive events, training events, and contests are prohibited in wilderness per FSM 2323.13h; BLM Manual 6340 1.6 C.13.d.

Proposals for commercial filming in Wilderness would be evaluated consistent with FS policy (FSH 2709.11 45.51 and 45.52), or most current policy, or BLM Manual 6340 (Section 1.6 C. 4), as applicable.

### *Desired Condition*

Existing, authorized special uses continue in the Wilderness and are consistent with the Wilderness Act and are in the public interest.

### *Goals*

Allow for special provision land uses as determined by laws, regulations, and the agencies' policies and management plans while minimizing developments, degradation to naturalness, and other impacts to wilderness character.

### *Monitoring*

Monitoring of special provision land uses would occur in accordance with wilderness policy, as described in the Wilderness section.

*Management Actions*

No additional management actions are proposed for lands and special uses.

## Commercial Services

*Background*

Section 4(d)(6) of the Wilderness Act states that commercial services, such as outfitter and guides and pack stock rentals, are allowed “to the extent necessary for activities which are proper for realizing the recreational or other purposes of the areas.” This is reiterated in the enabling legislation, Section 102(f).

Traveling by horseback in these lands, now designated as the JMJP Wilderness, is a traditional use with a long history. Outfitters and guides provide services to support visitors’ recreational activities, such as hunting, hiking, riding, fishing, and pack trip operations. Within JMJP Wilderness, there are currently two permitted outfitters and only one with authorized assigned sites within the Wilderness.

Commercial services are further guided by agency-specific policy and guidance (e.g. FSM 2709.14) in addition to direction specific to wilderness.

The agencies acknowledge the MOU between Regions 1, 4, and 6 of the USFS, the BLM Idaho State office and the Idaho Outfitter and Guide Licensing Board (IOGLB). Agencies will work with the IOGLB to manage commercial services within the JMJP Wilderness, such as when undertaking the needs assessment through the land use plans.

*Desired Condition*

Recreational commercial services in the wilderness are still provided where consistent with the Wilderness Act and in the public interest.

*Goals*

Grant commercial use permits within the Wilderness only to meet an identified public need, to meet the agencies’ objectives, or to provide benefits to the Wilderness.

*Management Direction**Standards*

JMJP-061 - Prohibit commercial services that are not wilderness-dependent.

JMJP-062 - Approve only temporary structures and facilities for outfitter and guide operations necessary to meet the public need in a manner compatible with the Wilderness environment.

*Monitoring*

Compliance of outfitter and guide operations is detailed in each outfitter’s permit and operating plan.

*Management Actions*

If monitoring of commercial outfitting shows that negative impacts to wilderness character are occurring, management actions may include, but are not limited to: limiting the number of days that outfitter and guides are authorized, limiting areas in which certain guides are authorized, or establishing additional limitations on group sizes.

## Research

### *Background*

Research within Wilderness is guided by the Wilderness Act, FSM 2320, and BLM Manual 6340. For information on wildlife management actions, see the Wildlife section.

### *Desired Condition*

The Wilderness is available for conducting inventory, monitoring, and research that is deemed to be wilderness dependent and that follows the intent of the Wilderness Act.

The Wilderness will continue to be shaped by natural forces and processes, while providing an opportunity to further knowledge of natural, cultural, and social aspects of wilderness management.

### *Goals*

Encourage research that will benefit wilderness management or that is wilderness dependent, and is compatible with preservation of wilderness character.

### *Management Direction*

#### *Standards*

JMJP-063 - Evaluate proposals for research in accordance with the Framework to Evaluate Proposals for Scientific Activities in Wilderness (or most current; also see JMJP-001). All parties interested in conducting research activities in Wilderness must have prior authorization.

JMJP-064 - Require all authorized researchers to provide a copy of findings to the FS and the BLM.

#### *Guidelines*

JMJP-065 - Prohibit proposals that do not contribute to stewardship of the area as wilderness when they can be accomplished outside of Wilderness or if they cannot be conducted in a manner compatible with the preservation of wilderness character.

### *Monitoring*

Monitoring of research activities within Wilderness would conform to FS wilderness character monitoring protocols.

### *Management Actions*

No management actions are identified.

## Law Enforcement and Search and Rescue

### *Background*

Search and rescue activities on NFS and BLM-managed lands come under the jurisdiction of the county sheriff in the county where an incident has occurred. The role of the agencies is to provide guidance, and assistance, when requested.

### *Desired Condition*

Law enforcement activities are conducted in a manner that minimizes impacts to wilderness character.

Search and rescue (SAR) operations are conducted in a manner that emphasizes the safety of victims and rescuers as well as minimizing impact on wilderness character.

### *Goals*

Support and cooperate with county sheriffs in SAR operations.

Provide information and education on wilderness law, policy and mandate.

Coordinate SAR procedures in the JMJP Wilderness with local sheriff's departments, ensuring procedures are well-defined, allow for response to life-threatening situations in a timely manner, and protect wilderness character.

Conduct law enforcement activities in a manner that minimizes impacts to wilderness character.

Increase visitor awareness of the inherent risks in Wilderness and the preventive measures they can take to reduce the need for SAR response.

Encourage and support strong local and county leadership in search and rescue operations.

### *Management Direction*

#### *Standards*

JMJP-066 - Use the flow chart in Appendix 10 for approval of motorized and mechanized emergency response.

JMJP-067 – Ensure SAR operations comply with wilderness regulations except as otherwise necessary to provide for human life or recovery. The use of motorized and mechanized equipment for emergencies involving the life and safety of people must be approved by the Forest Supervisor/BLM Field Manager (or designated authority).

#### *Guidelines*

JMJP-068 - Use visitor education to achieve management objectives, where feasible.

JMJP-069 - Helicopter landing areas would use natural terrain features. Care should be taken that when approved vehicles used in SAR operations do not transport noxious weeds or cause unacceptable resource or social impacts. Immediately address any resource damage resulting from search and rescue operations.

### *Monitoring*

Monitoring of law enforcement activities within Wilderness will include the number of incidents within the Wilderness, the number and type of prohibited uses involved, and the dates and locations of activities.

Following SAR operations, the lead agency will provide the appropriate federal agency with the date or dates of the emergency, the location, a description of the nature of the emergency, the number of responding personnel, and the number and type of prohibited uses involved.

### *Management Actions*

As appropriate, seek to develop an MOU or other formal agreement with Custer County for SAR operations that covers the appropriate use of motorized equipment and mechanized transportation inside Wilderness, including any necessary information for Forest Service or BLM to authorize the use.

## Developments and Other Human Effects or Disturbances

### *Background*

At the time of designation, the JMJP Wilderness contained a number of human disturbances and developments. A radio site on Sheep Mountain predates the wilderness designation. The Upper Lake Creek Campground is located within the BLM portion of the JMJP Wilderness and includes three developed campsites and a vault toilet. The engineered road leading to the campground includes several culverts. See Trails and Camping sections for additional information on recreational developments.

### *Desired Condition*

Minimal developments occur within the JMJP Wilderness. Present are only developments that are deemed necessary for the administration of the area for the purpose of the Wilderness Act.

### *Goals*

Limit developments for administrative purposes or under special use permit to those necessary for management, protection, and use for the purposes for which the Wilderness was established (FSM 2324.31; BLM Manual 6340 1.6.B. 2.).

Naturalize human-caused disturbances to the extent possible.

Consider the need for reseeding or revegetation when installing or removing developments.

### *Management Direction*

#### *Standards*

JMJP-070 - Stay limits for all persons and personal property will not exceed 14 days. Traditional geocaching is prohibited.

JMJP-071 - Maintain installations and structures if they are associated with a valid existing right, special provisions, or if they are the minimum necessary for the administration of the Wilderness where temporary or other management actions are not providing adequate protection in accordance with an MRA (FSM 2323.13; BLM Manual 6340 1.6.B. 2.).

### *Monitoring*

Monitoring for unauthorized developments would occur during routine wilderness patrols, and would be removed or deconstructed when found.

### *Management Actions*

An Operations and Maintenance Plan is under development for the Sheep Mountain repeater site, and an MRA will be completed simultaneously.

BLM will retain Upper Lake Creek Campground. Maintenance of the campground will be in accordance with an MRA. If the facility is damaged, becomes unusable or a safety hazard, the facility would not be replaced.

Unattended personal property not associated with an active camp will be removed by agency personnel and held for 30 days at the appropriate FS or BLM office. If possible, the owner of the personal property would be contacted.

Small-scale disturbances (e.g. campsites, abandoned developments, or linear disturbances created by vehicles) may be rehabilitated with non-motorized, non-mechanized means. An MRA and NEPA analysis would be required for motorized or mechanized equipment. The NHPA process will be followed for all

projects (mechanized or non-mechanized) with the potential to adversely affect heritage resources. Actions would generally be conducted in the following order, as needed:

- |                       |   |                              |
|-----------------------|---|------------------------------|
| 1. Physical Closure   | 4. Re-contouring                        | 6. Erosion control           |
| 2. Decompaction       | 5. Vertical mulching or<br>"iceberging" | 7. Vegetative<br>restoration |
| 3. Scarifying/Pitting |   |                              |

## Wilderness Education and Interpretation

### *Background*

BLM and FS wilderness policies (BLM 6340 and FS 2320) encourage education and outreach to inform visitors of the inherent risks found in wilderness, and to improve understanding of wilderness, including opportunities for public use and enjoyment, and the relationship between the wilderness resource and other resources and activities present in the wilderness.

### *Desired Condition*

Trailhead information signs provide interpretive and educational information, as well as use restrictions.

Visitor encounters with wilderness rangers, staff, or volunteers for on-the-spot education will be positive and will emphasize "Leave No Trace" principles and wilderness regulations.

### *Goals*

Use education, information and interpretation as a proactive approach in managing activities that may impact the preservation of wilderness character.

Emphasize the value of wilderness, not only as a non-motorized recreation area, but also as an undeveloped place of natural processes and personal risks.

### *Management Direction*

#### *Standards*

JMJP-072 - Prohibit interpretive trails in the JMJP Wilderness.

#### *Guideline*

JMJP-073 - Emphasize a proactive approach to wilderness education. Build partnerships and relationships with organization camps, group organizations, businesses, school and university programs, permittees, permanent and seasonal staff, and other users to integrate Leave No Trace and wilderness ethics into their operations.

### *Monitoring*

Monitoring recreational uses within the Wilderness are detailed under the Recreation section, and education may be used to manage those uses.

### *Management Actions*

Education and outreach is one method that may be employed or increased in response to campsite and solitude thresholds established, but may also be employed to prevent or respond to any recreational visitor impacts.

Incorporate wilderness education principles (e.g., wilderness character, safety, "Leave No Trace," sensitive resources, noxious weeds, or other area information) in brochures, on the BLM and FS

websites, on agency maps, at visitor centers, or on other educational materials that describe the Wilderness.

Education may include, but is not limited to, the following topics:

- Wilderness character and wilderness stewardship,
- Leave No Trace ethics, including proper camping techniques and food storage and containment,
- Proper management of dogs to minimize social conflicts or effects to wildlife (e.g., under voice or physical control, horse or hiker encounter etiquette),
- Preventing wildlife encounters/proper food storage techniques,
- Night sky importance and protection,
- Prevention of invasive species establishment,
- Cultural resource interpretation, appreciation and protection measures,
- Natural role of fire in the ecosystem, and
- The inherent risks of recreating in remote areas.

## PLAN IMPLEMENTATION

The following lists reflect a summary of the actions identified in this WMP. Actual implementation would be subject to staff and funding availability outside the control of this plan.

### *Ongoing Activities*

Actions that are ongoing or would be implemented upon adoption of the WMP include:

- Install and maintain wilderness boundary signs
- Provide visitor information and education
- Monitor wilderness character
- Monitoring wildlife and fish
- Implement and monitor recreation management actions (e.g. group size limit, padded high lines, remove non-historic camp structures)

### *Future Activities*

Some actions may require further planning and public involvement not covered by this plan, such as those prompted by changing resource conditions. This may include an MRA or site-specific NEPA analysis. Actions that may require further analysis include:

- New proposals:
  - Wildlife management activities
  - Restoration activities
  - Requests for research or filming
  - Livestock grazing facilities
- Rehabilitation
  - Undesirable or highly impacted campsites, social trails, or stock areas
  - Unauthorized vehicle impacts
- Removal of abandoned, non-historic developments
- Control infestations of noxious weeds and invasive plant species
- Recreation management actions in response to exceeding thresholds identified in this plan

## PLAN EVALUATION

This management plan will be revised when the management direction no longer meet wilderness management objectives or when a change in the existing situation warrants revised management. The need for revision would be reviewed, as conditions warrant. If the decision is made to revise the plan, it will be accomplished with public participation. Minor revisions such as typographical or cartographical errors, or terminology changes may be made by inserting an errata sheet.

## GLOSSARY

### **Assigned Outfitter Camp**

A location that is authorized for use and occupancy by an outfitting and guiding permit and for which a fee is paid.

### **Camping Stay Limit**

Persons may camp within designated campgrounds or on undeveloped public lands not closed to camping on the public lands within the state of Idaho for a period of not more than 14 consecutive days. Exceptions, which will be posted include areas closed to camping and areas with specifically designated camping stay limits. The 14-day limit may be reached either through a number of separate visits or through 14 days of continuous occupation during the 28 day period. After the 14th day of occupation campers must move outside of a 25-mile radius of the previous location. (Per BLM Regulation: ID-913-02-4740-04)

### **Campsite Condition Index**

The impact index/condition class is the sum of nine weighted parameters including vegetation loss, mineral soil increase, tree damage, root exposure, stock evidence, development, cleanliness, social trails and camp area. The range of the impact index is divided into four condition classes (light impact through extreme impact). Also see Appendix 5 of this document.

### **Clean Air Act**

An Act of Congress established to protect and enhance the quality of the Nation's air through air pollution prevention and control.

### **Clean Water Act**

An Act of Congress which establishes policy to restore and maintain the chemical, physical and biological integrity of the Nation's waters.

### **Commercial Enterprise**

Any use or activity undertaken for the purpose of sale of products or services, for the generation of funds or revenue, or for the promotion of a product, individual or business, regardless of whether the use or activity is intended to produce a profit, including any use or activity where an entry or participation fee is charged. (BLM Manual 6340)

### **Day**

Defined for visitor use monitoring, a "day" is an eight-hour period.

### **Desired Condition**

In Forest Plan regulations (36 CFR 219.7), a desired condition is a description of specific social, economic, and/or ecological characteristics of the plan area, or a portion of the plan area, toward which management of the land and resources should be directed. Desired conditions must be described in terms that are specific enough to allow progress toward their achievement to be determined, but do not include completion dates.

Within wilderness, the desired condition is a statement that describe specific conditions sought in a particular wilderness. It is a description of specific social and biophysical elements described in the context of wilderness character.

### **Developments**

Anything made by humans and is left behind when the builder leaves the wilderness. Per the Wilderness Act (Section 2c) "An area of wilderness is further defined to mean in this Act an area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation..." *Installation*. Anything made by humans that is not intended for human occupation and is left behind when the installer leaves the wilderness. (BLM Manual 6340)

*Structure*. Anything made by humans that is intended for human occupation and is left behind when the builder leaves the wilderness. (BLM Manual 6340)

*Permanent Improvement*. A structural or nonstructural improvement that is to remain at a particular location for more than one field season. Permanent improvements include such items as trails, toilet buildings, cabins, fences, tent frames, fire grills, and instrumentation stations. (FSM 2320.5)

*Temporary Structure*. Any structure that is easy to dismantle, that could be removed completely from a site between periods of actual use, and that must be removed at the end of each season of use if the non-use period is greater than 30 days. (FSM 2320.5)

#### *Specific to Commercial Services:*

- Forest Service policy is to... 3. Not authorize any development, improvements, or installations in wilderness areas for the purpose of convenience to the holder or the holder's clients; caches in wilderness areas; and permanent structures, improvements, or installations in wilderness areas unless they are necessary to meet minimum requirements for administration of the area for the purposes of the Wilderness Act (16 U.S.C. 1133c). (FSH 2709.14, 53.1c (3))
- Approve only temporary structures and facilities for outfitter and guide operations necessary to properly meet their public service in a manner compatible with the wilderness environment. ... Ensure that outfitters remove all equipment and material, other than structures authorized to remain such as dismantled structure frames and poles made of native material, from the wilderness at the end of each season. (FSM 2323.13g)
- Cease uses and activities and remove existing structures not essential to the administration, protection, or management of wilderness for wilderness purposes or not provided for in the establishing legislation. (FSM 2320.3 (4))

### **Dispersed Campsite**

Camping anywhere on National Forest or BLM lands outside of a designated campground. Dispersed camping means there are no toilets, no picnic tables, no trash cans, no treated water, and no fire grates. Designated campsites are different, and campers are generally directed or permitted to camp only in those sites.

### **Drop Camp**

Undesignated campsites used by parties whose camp equipment and supplies are packed in and/or out by an outfitter.

**Edgeholding**

Land owned or managed by an entity other than a wilderness-managing agency that is contiguous with, but not completely surrounded by, the designated wilderness boundary. Parcels touching a wilderness only at a corner are not edgeholdings. (BLM Manual 6340)

**Endangered Species Act**

An Act of Congress intended to protect species and subspecies of plants and animals that are of “aesthetic, ecological, educational, historical, recreational, and scientific value.” Candidate species are plant and animal species being considered for listing as endangered or threatened, in the opinion of the U.S. Fish and Wildlife Service or the National Marine Fisheries Service.

**Framework to Evaluate Proposals for Scientific Activities in Wilderness**

The evaluation framework provides an approach for thinking through and documenting how proposals for scientific activities in wilderness may be evaluated. Also see <http://www.wilderness.net/science> for a copy of the most current Framework.

**Goal**

In Forest Plan regulations (36 CFR 219.7), goals are broad statements of intent, other than desired conditions, usually related to process or interaction with the public. Goals are expressed in broad, general terms, but do not include completion dates.

**Guideline**

In Forest Plan regulations (36 CFR 219.7), a guideline is a constraint on project and activity decision-making that allows for departure from its terms, so long as the purpose of the guideline is met. Guidelines are established to help achieve or maintain a desired condition or conditions, to avoid or mitigate undesirable effects, or to meet applicable legal requirements.

**Guiding**

Providing services or assistance (such as supervision, protection, education, training, packing, touring, subsistence, transporting people, or interpretation) for pecuniary remuneration or other gain to individuals or groups on National Forest System lands. The term "guide" includes the holder's employees and agents. (FSH 2709.11)

**Highline**

A rope stretched between two trees to which horses are tied.

**Iceberging**

A technique to make a rehabilitated campsite less desirable to camp in, typically using partially buried rocks.

**Inholding**

Land owned or managed by an entity other than a wilderness-managing agency that is completely surrounded by the designated wilderness boundary. (BLM Manual 6340)

**Minimum Requirements Analysis (MRA)**

The process by which allowances for one of the eight prohibited uses described in Section 4(c) of the Wilderness Act are analyzed to determine if they are “necessary to meet minimum requirements for the administration of the area for the purpose of [the Wilderness] Act.” May also be known as the

Minimum Requirements Decision Guide (MRDG), which is the document used to perform the analysis. Also see <http://www.wilderness.net/MRA> for more information, and a copy of the current form.

### **National Environmental Policy Act (NEPA)**

The National Environmental Policy Act of 1969 requires environmental analysis and public disclosure of federal actions.

### **National Wilderness Preservation System**

All lands managed under the Wilderness Act and subsequent wilderness designations, irrespective of the department or agency having jurisdiction.

### **Natural**

Area appears to have been primarily affected by the forces of nature and are substantially free from the effects of modern civilization.

### **Other Features of Value**

Area may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value. Though not required of any wilderness, where they are present they are part of that area's wilderness character, and must be protected as rigorously as any of the other four required qualities.

### **Outfitting**

Renting on or delivering to National Forest System lands for pecuniary remuneration or other gain any saddle or pack animal, vehicle, boat, camping gear, or similar supplies or equipment. The term "outfitter" includes the holder's employees and agents. (FSH 2709.11)

### **Outstanding opportunities for solitude or a primitive and unconfined type of recreation**

Area provides outstanding opportunities for people to experience solitude or primeval and unrestricted recreation including the values associated with physical and mental inspiration, challenge, self-reliance, self-discovery, and freedom.

### **Permanent structure**

A constructed feature that remains for more than one season.

### **Personal property**

Includes, but is not limited to: hunting blinds, campsite equipment, toilet facilities, game cameras, geocaches, tent poles, and camp furniture (tables, chairs).

### **Progressive Camps**

A series of camps used during trips through an area. Duration of use is usually 1-2 nights per location. These camps are not set up in advance of arrival and are removed as the party moves on.

### **Recreation Management Actions**

Actions for managing recreational use fall into one of three categories: engineering, education and enforcement. Engineering includes site design, construction and maintenance; for example, providing, removing or relocating facilities (campsites, trails), or using vegetation or other physical barriers to direct visitor use. Information and education is most commonly employed to modify visitor behavior, adjust visitor attitudes and expectations, and alter the spatial and temporal distribution of use. Common examples include the Leave No Trace program, signs, and visitor contacts. Regulations with enforcement

can be used to implement all management strategies. Examples include restricting or prohibiting access to specific locations, access at particular times, certain types of behavior, particular activities, equipment or modes of travel, length of stay, and group size. For more information see the Visitor Use Management Framework (Interagency Visitor Use Management Council, 2016).

### **Restore or Restoration**

Ecological restoration is the process of assisting the recovery of an ecosystem that has been degraded, damaged, or destroyed.

### **Service Day**

An allocation of use constituting a day or any part of a day on National Forest System lands for which an outfitter or guide provides services to a client. The total number of service days is calculated by multiplying each service day by the number of clients on the trip. (FSH 2709.11, Chapter 41.53d)

### **Social Trail**

See “User-Developed Routes” below.

### **Spike Camp**

A temporary camp generally located in a more remote location, with bare necessities and fewer occupants than other types of camps. Spike camps are generally supplied from a base camp.

### **Special Provisions**

Legislated exceptions to the 1964 Wilderness Act Section 4(c) prohibitions against commercial enterprise, permanent roads, motor vehicles, motorized equipment, aircraft landing, mechanical transport, structures and installations. Also referred to as “non-conforming uses.”

### **Special-Use Permit**

A special-use authorization that provides permission, without conveying an interest in land, to occupy and use National Forest System lands or facilities for specific purposes, and which is both revocable and terminable. For example, research, or outfitting and guiding.

### **Standard**

In Forest Plan regulations (36 CFR 219.7), a standard is defined as a mandatory constraint on project and activity decision-making, established to help achieve or maintain the desired condition or conditions, to avoid or mitigate undesirable effects, or to meet applicable legal requirements.

### **Stock Handling Areas**

Where temporary stock containment (e.g. highline) is used.

### **Temporary structure**

Any structure that is easy to dismantle, that could be removed completely from a site between periods of actual use, and that must be removed at the end of each season of use if the non-use period is greater than 30 days. (FSM 2320.5)

### **Tree-Saver Device**

A strap or webbing used to protect trees from damage. When using a tree as an anchor point for a stock containment system, wrapping cable, rope or chain around it causes damage to the tree. Using webbing can help eliminate the risk of damaging or ‘ringing’ the bark.

**Undeveloped**

Area is essentially without permanent improvements or the sights and sounds of modern human occupation, and it retains its primeval character.

**Untrammeled**

Area is unhindered and free from intentional actions of modern human control or manipulation.

**User-Developed Routes**

These routes are unplanned, unauthorized trails or roads that have not been designated and managed as a trail by the federal agency. In wilderness, trails are generally created by the repeated passage of people heading to the same destination; sometimes called social trails.

**Varve**

A varve is a pair of laminations of contrasting color and texture deposited in a water body. A varve represents the sediment deposit of a single year. The coarser sediment (typically light colored compared to the dark colored fine sediment) is deposited under relatively high energy conditions when meltwater introduces relatively large amounts of sediment into the water body.

**Vertical Mulching**

A technique used to help revegetate disturbances by 'planting' dead plant material to help stabilize soils, provide shade structures to assist plant recruitment, protect seeds, and reduce the visual impact of the disturbance.

**Wilderness**

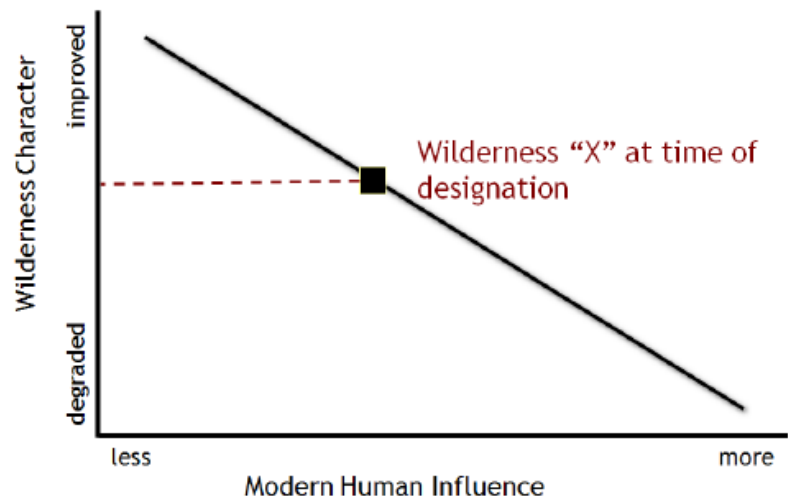
Wilderness is a legal designation designed to provide long-term protection and conservation of Federal public lands designated by Congress as part of the National Wilderness Preservation System. Wilderness is defined by the Wilderness Act of 1964 as "an area where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain...Federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least five thousand acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value."

Note on capitalization: in this document, lowercase wilderness is used when referring to wilderness, in general. Capitalized Wilderness is used in reference to the JMJP Wilderness, specifically, or to the Wilderness Act, as both are proper names.

**Wilderness Character**

The central mandate of the Wilderness Act is to preserve wilderness character, a concept that distinguishes wilderness from all other lands. The four managing agencies have defined it as “A holistic concept based on the interaction of 1) biophysical environments relatively free from modern human manipulation and impact, 2) personal experiences in natural environments relatively free from the encumbrances and signs of modern society, and 3) symbolic meanings of humility, restraint, and interdependence that inspire human connection with nature.” Statutory language of the Wilderness Act, Section 2(c), is used to identify five qualities of wilderness character: Untrammeled, Natural, Undeveloped, Outstanding Opportunities for Solitude or a Primitive and Unconfined Type of Recreation, and Other Features of Value.

The following graphical representation of the primary goal of wilderness management – to preserve wilderness character – is shown here. Wilderness managers must fulfill the congressional mandate to “preserve wilderness character,” and not to allow the black square to slide down the diagonal line. For more information see FSM 2320 or BLM Manual 6340.



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36 CFR Part 261.18 – National Forest Wilderness

36 CFR Part 261.58 – Occupancy and Use

36 CFR Part 261.6 – Timber and other forest products

36 CFR Part 222 – Range Management

36 CFR Part 228 – Minerals

36 CFR Part 292 – National Recreation Areas

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